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**FM 19-15**  
**MENT OF THE ARMY FIELD MANUAL**

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**CIVIL  
DISTURBANCES**

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**DEPARTMENT OF THE ARMY • APRIL 1952**

DEPARTMENT OF THE ARMY FIELD MANUAL  
FM 19-15

*This manual supersedes FM 19-15, 30 July 1945, including C1, 22 January 1946.*

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## **CHAPTER I**

### **INTRODUCTION**

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#### **Section I. GENERAL**

##### **1. PURPOSE**

This manual is published as a guide for the employment of troops in civil disturbances.

##### **2. SCOPE**

This manual presents the principles which govern the employment of troops during civil disturbances in the United States, in territories and possessions of the United States, in countries where United States troops are stationed by agreement or consent, and in areas occupied as a consequence of belligerent action. The manual presents the essential substance of the more important laws relating to the employment of military forces in aid of civil authorities and applicable Department of the Army policies. The general principles and methods of employment of troops and matériel apply equally to any armed forces used in civil disturbances.

##### **3. CIVIL DISTURBANCE**

The term "civil disturbance," as used in this manual, applies to all types of serious civil disorders and

emergencies that occur either in the United States, in oversea theaters, or in occupied areas as a result of insurrections and unlawful violence by civilians, or as a result of natural or induced disasters which are sufficiently extensive to warrant military intervention. The term "disaster" refers to civil emergencies, either natural or induced, which occur as the result of fires, floods, cyclones, earthquakes, or explosions that disrupt the normal processes of government or endanger life or property.

## **Section II. USE OF FEDERAL TROOPS IN CIVIL DISTURBANCES**

### **4. BASIC POLICIES CONCERNING THE USE OF TROOPS IN AID TO CIVIL AUTHORITIES**

In the United States, the protection of life and property and the maintenance of law and order within the territorial jurisdiction of any State are the primary responsibility of State and local authorities. It is a well-established policy of the Government of the United States that intervention with Federal troops takes place only after State and local authorities have utilized all of their own forces and are unable to control the situation, or when it is apparent that the situation is beyond their capabilities, or when they do not take appropriate action. (AR 500-50).

*a.* Except in a case of imminent necessity within the provisions of AR 500-50, intervention with Federal troops does not take place unless the Department of the Army generally or specifically so orders.

*b.* The normal channel between the field and the Department of the Army on matters relating to intervention with Federal troops is through the Assistant Chief of Staff, G-3, Department of the Army.

## **5. COMMON TYPES OF INTERVENTION**

*a. General.* A complete reference to the various constitutional and statutory provisions authorizing intervention with Federal troops in the United States in cases of domestic violence, or for other specific purposes, is contained in AR 500-50. The possibility of intervention under many of the provisions set forth in AR 500-50, however, is regarded as remote. Only those provisions under which intervention is most likely are discussed in this section. It is important that the distinctive features of each type of intervention be fully understood.

*b. To Aid State Authorities at the Request of the State.* Article IV, Section 4, of the United States Constitution makes it the duty of the Federal Government, at the request of the legislature of any State (or the Governor, if the legislature cannot be convened) to protect a State against domestic violence. Congress has authorized the President to intervene with Federal troops for the purpose of suppressing an insurrection against a State. [R. S. 5297 (50 U. S. C. 201; M. L. 1949, sec. 502).]

*c. To Enforce the Laws of the United States.* Article II, Section 3, of the Constitution makes it the duty of the President to take care that the laws of the United States are faithfully executed. Moreover, whenever, in the judgment of the President, it is impracticable by reason of unlawful obstructions,

combinations, assemblages of persons, or rebellion, to enforce the laws of the United States within any State or territory by the ordinary course of judicial proceedings, he is authorized by Congress to intervene with such Federal troops as he deems necessary for such enforcement or to suppress the rebellion. [R. S. 5298 (50 U. S. C. 202; M. L. 1949, sec. 503).]

*d. To Protect the Civil Rights of Citizens Within the State.* Amendment XIV, Section 1, to the Constitution forbids any State to deny the equal protection of the laws to any person within its jurisdiction.

*e. Protection of Property.*

(1) *Government property.* The right of the United States to protect its property by intervention with Federal troops in an emergency is an accepted principle of our Government. The exercise of this right is an executive function and extends to all Government property of whatever nature and wherever located, including premises in the possession of the Federal Government. Intervention is warranted where the need for protection of Federal property exists and the local authorities cannot or will not give adequate protection.

(2) *Private property.* The President has, under his constitutional authority as the Chief Executive and Commander in Chief of the armed forces, directed the Secretary of the Army to establish and maintain military guards and patrols, and to take certain appropriate measures to protect from injury

or destruction, national defense materials, premises, and utilities. (E. O. 8972, 12 December 1941; see par. 2d (2), AR 500-50.)

### **Section III. PROCEDURES DURING CIVIL DISTURBANCES**

#### **6. PREREQUISITES OF INTERVENTION**

*a. At the Request of a State.* (See par. 5b.) Application by a State for Federal aid to its civil authorities should originate with the legislature of the State concerned, or with its executive when the legislature cannot be convened, and should be made directly to the President. Should such application be presented to a local commander, he will inform the Department of the Army by the most expeditious means and will include a statement of all material facts for the consideration and action of the President.

*b. Presidential Proclamation.* No orders will be issued by the Department of the Army for the purposes indicated in paragraph 5b, c, and d until the President has published a proclamation demanding that the insurgents disperse and retire peaceably to their respective abodes within a specified limited time. [R. S. 5300 (50 U. S. C. 204; M. L. 1949, sec. 505).]

*c. Department of the Army Approval.* While no Presidential proclamation is required by law for the purpose of protecting Government premises or property, such action will not be taken until the need therefor has been reported to the Department of the Army through proper channels, and specific in-

structions have been received, unless action in an emergency is justified as discussed in paragraph 7.

## **7. EMERGENCIES**

In case of sudden and unexpected invasion, insurrection, or riot, endangering the public property of the United States; or of attempted or threatened robbery or interruption of the United States mail; or of earthquake, fire, or flood, or public calamity disrupting the normal processes of government; or other equivalent emergency so imminent as to render it dangerous to await instructions from the Department of the Army requested through the speediest means of communication available, an officer of the Army in command of troops may take such action, before the receipt of instructions, as the circumstances of the case reasonably justify. Such action, without prior authorization, of necessity must be prompt and vigorous, and should be designed for the preservation of order and the protection of life and property until such time as instructions from higher authority have been received rather than as an assumption of functions normally performed by civil authorities. The officer taking such action will report the action and the circumstances requiring it immediately to the Department of the Army by the speediest means of communication available, in order that appropriate instructions may be issued at the earliest possible moment.

## Section IV. RESTRICTIONS

### 8. POSSE COMITATUS ACT

*a. General.* Except where expressly authorized by constitutional or statutory provisions, it is not lawful, under the so-called "Posse Comitatus Act," to use Federal troops to execute the laws. The act provides in pertinent part as follows: "\* \* \* it shall not be lawful to employ any part of the Army of the United States as a posse comitatus, or otherwise, for the purpose of executing the laws, except in such cases and under such circumstances as such employment of said force may be expressly authorized by the Constitution or by Act of Congress; \* \* \* and any person wilfully violating the provisions of this section shall be deemed guilty of a misdemeanor and on conviction thereof shall be punished by fine not exceeding ten thousand dollars or imprisonment not exceeding two years or by both such fine and imprisonment." [Sec. 15, Act of 18 June 1878, 20 Stat. 152 (10 U. S. C. 15; M. L. 1949, sec. 480).]

*Note.* This statute has no application in Alaska. [Sec. 29, Act of 6 June 1900, 31 Stat. 330 (10 U. S. C. 15; M. L. 1949, sec. 480).]

*b. Exceptions.* Instances where the Constitution or acts of Congress permit intervention with Federal troops have been cited above (par. 5). The act quoted in *a* above applies only to the use of the Army of the United States for the purpose of "executing the laws." This prohibition does not extend to the employment of Federal troops where the main purpose is the protection of Federal property or Federal

instrumentalities, even though the action contemplated may, and usually does, serve incidentally to facilitate the execution of the laws. On the same principle, the prohibition of the act does not apply to the use of Federal troops where the main object is, for example, the protection of Federal officials against violence or a forcible obstruction of their functions (but not to aid them in serving process), or, in time of war or national emergency, to guard war material or vital utilities, industries, and installations.

## **9. ELECTIONS**

Whoever, being an officer of the Army or Navy or other persons in the civil, military, or naval service of the United States, orders, brings, keeps, or has under his authority or control any troops or armed men at any place where a general or special election is held, unless such force be necessary to repel armed enemies of the United States, shall be fined not more than \$5,000 or imprisoned not more than 5 years, or both; and be disqualified from holding any office of honor, profit, or trust under the United States. This shall not, however, prevent any officer or member of the armed forces of the United States from exercising the right of suffrage in any election district to which he may belong, if otherwise qualified according to the laws of the State in which he offers to vote. (See 18 U. S. C. 592; M. L. 1949, sec. 794.)

## **10. EMPLOYMENT IN TERRITORIES**

Congress has specifically approved the use of the military forces of the United States to prevent or

suppress lawless violence, invasion, insurrection, or rebellion in Hawaii, Puerto Rico, and the Virgin Islands. The military commander in each of these islands is responsible for compliance with the provisions of the statutes cited in AR 500-50 and any other regulations, laws, and special directives governing the use of Federal troops to suppress civil disturbances.

## **11. EMPLOYMENT IN POSSESSIONS**

The authority and responsibility of military commanders for the employment of Federal troops in civil disturbances within the possessions of the United States are dependent upon Federal statutes and directives issued by competent authority.

## **12. ARMY REGULATIONS**

The Department of the Army directs intervention with troops only in accordance with the conditions set forth in AR 500-50.

## **13. INTERNATIONAL LAW**

For a discussion of international law governing the conduct of hostilities by forces in the field see FM 27-10.

## **14. EMPLOYMENT IN BELLIGERENTLY OCCUPIED TERRITORY**

Subject to limitations established by international law and to the directives of the Joint Chiefs of Staff, the theater commander, as military governor, is supreme in belligerently occupied territory. He uses

troops to maintain law and order at his own discretion; he may delegate his authority to subordinate commanders.

## **15. CIVIL AFFAIRS**

The commander's responsibility in territories in which the United States Armed Forces are present under the terms of a civil affairs agreement will be delineated by such agreement. The commander limits his actions to those provided for by the terms of the civil affairs agreement except that he takes necessary measures to protect his own forces. His action in disaster relief, on the other hand, is consistent with provisions for mutual assistance usually contained in the agreements, and he may, under unusual circumstances, act on his own initiative to provide relief.

## **Section V. PROCEDURES AND POLICIES DURING INTERVENTION**

### **16. COMMAND**

*a.* In the enforcement of the laws, troops are employed as a part of the military power of the United States, and act under the orders of the President as Commander in Chief. When intervention with Federal troops takes place, the duly designated military commander acts to the extent necessary to accomplish his mission. In the accomplishment of his mission, reasonable necessity is the measure of his authority.

*b.* Normally when a decision is made to intervene with Federal troops, the mission is assigned to the

suitable available force nearest the point of intervention. The initial forces are relieved or reinforced, if necessary, by forces of another service on the basis of availability or qualifications to perform the technical operations required. Each service is responsible for providing, organizing, equipping, and training its forces for use in civil disturbances. The general principles and methods of employment of troops and matériel apply equally to any armed forces used in civil disturbances.

*c.* Continental army commanders determine priorities for emergency air transportation in their areas and request numbered air force commanders to supply such transportation.

*d.* Federal troops used for intervention in aid of civil authorities are under the command of, and directly responsible to, their military superiors. They are not placed under the command of an officer of the State Guard, or the National Guard not in the Federal service, or of any State, local, or Federal civil official. Any unlawful or unauthorized act on the part of any subordinate is not excusable on the ground that it is the result of an order or request of any such officer or official.

*e.* State Guard, or National Guard troops, not in the Federal service, cannot be commanded by a United States Army officer except with the consent of the state. The commanding general of an army area is responsible for securing, whenever possible, prior undertakings or agreements by State authorities to insure full cooperation of State Guard, or National Guard troops not in the Federal service,

with the military commander in the affected area in the event of intervention with Federal troops. The employment by the State of its own forces must not interfere with or impede Federal functions or activities (AR 915-10).

## **17. THE MILITARY COMMANDER**

In case of intervention with Federal troops, the military commander cooperates to the fullest possible extent with the Governor and other local and State authorities and forces, unless such cooperation interferes with the accomplishment of his mission. Although the military commander is subject to no authority but that of his military superiors, he bears in mind that the suppression of violence without bloodshed or undue violence is a worthy military achievement, and employs only such force as it necessary to accomplish his mission. The population of the affected area is informed of the rules of conduct and other restrictive measures to be enforced by the military. These measures are announced by local proclamations or orders, and are given the widest publicity by all available media. Persons, not normally subject to military law, taken into custody by military forces incident to the use of troops in civil disturbances are turned over, as soon as possible, to the civil authorities. Federal troops ordinarily exercise police powers previously inoperative in an affected area, restore and maintain order, maintain the essential mechanics of distribution, transportation, and communication, and inaugurate necessary relief measures.

## **Section VI. TERMINATION OF INTERVENTION**

### **18. GENERAL**

The use of Federal troops in any type of intervention ends as soon as the necessity therefor ceases, which is as soon as necessary civil processes can be restored. The Department of the Army normally determines the cessation of the necessity for military intervention.

### **19. RECOMMENDATION OF MILITARY COMMANDER**

Whenever conditions warrant, the military commander may recommend, through military channels, the termination of intervention.

### **20. RECOMMENDATION OF THE GOVERNOR OR STATE EXECUTIVE**

The Governor of a State or Territory, or the acting executive thereof, may request the President of the United States to terminate an intervention in an affected area.

### **21. PRESIDENTIAL ACTION**

The President issues the actual order to terminate military intervention (1) when troops are used to protect the State against domestic violence, at its request, (2) to enforce the laws of the United States, or (3) to protect the civil rights of citizens within the State. The order to terminate military intervention is based on the recommendations of the Governor of the State or the Department of the Army, and need not take the form of a proclamation. The order of

the President is implemented by the Department of the Army which directs the military commander to cease intervention or assistance to the State authorities. In certain instances, which do not necessarily require a Presidential order, for example, in the protection of Government property, the termination of such military intervention may not require specific or personal action by the President.

## **Section VII. MARTIAL RULE**

### **22. GENERAL**

*a.* The term "martial rule," or "government by martial law," in its true sense means the temporary government of the civil population through the military forces as necessity may require in the United States and its territorial possessions, as distinguished from the temporary government of the occupied territory of an enemy recognized as a belligerent.

*b.* The term "military aid to civil authorities" is used to designate action that the troops take to aid civil authorities in restoring orderly administration where martial rule has not been proclaimed.

*c.* Whatever the term applied, whether "martial rule" or "military aid to civil authorities," the powers, duties, and liabilities of troops in a specific mission are generally no different—the limit of power being based on the necessity of the situation. The fundamental mission of troops employed in a civil disturbance is to restore order and to permit the normal functioning of the civil authorities and institutions. Martial rule replaces local government only to the extent necessary in the emergency.

## **23. PROCLAMATION**

A proclamation of martial rule is a declaration that a condition of martial rule exists and is recognized. The proclamation does not create the condition, but rather announces an already existing condition. The proclamation is not necessary for the exercise of martial rule, but is the usual means of informing all concerned of the existence of the state of martial rule, of the boundaries of the area affected, and of the special regulations and restrictions that will be enforced by the troops. The proclamation is issued only by the President or by the local commander at the express direction of the President.

## **24. LEGAL EFFECTS**

In an area where martial rule is maintained by Federal troops, the civil and criminal laws continue in force, except so far as their actual enforcement may be suspended for the time being because of the inability of the civil authorities to function. Civil and criminal laws may also be suspended, as a matter of military necessity, by order of the President or of the military commander acting under authority of the President. In an area under martial rule, the President, if necessary, has the power to cause military agencies to apprehend civilians charged with offenses against the special rules and regulations issued by the military commander by authority of the President, and to detain them in military custody until they can safely be released or delivered to appropriate civil authorities for trial. Such persons

may also be tried and punished by military tribunals of competent jurisdiction, but such actions are taken only in cases of extreme necessity. The duties of the military in preventing disorder, ordinarily, do not include the punishment of civil offenders. The military ordinarily hold prisoners until they can safely be released for trial by the civil authorities.

## **25. PENALTY FOR VIOLATION OF RESTRICTIONS**

Congress has imposed criminal penalties in connection with the violation of restrictions imposed in certain designated military areas or zones. Title 18, United States Code, section 1383, provides that whoever, contrary to the restrictions applicable thereto, enters, remains in, leaves, or commits any act in any military area or military zone prescribed under the authority of an Executive order of the President, by the Secretary of the Army, or by any military commander designated by the Secretary of the Army, shall, if it appears that he knew or should have known of the existence and extent of the restrictions or order and that his act was in violation thereof, be fined not more than \$5,000 or imprisoned not more than 1 year, or both.

## **26. WRIT OF HABEAS CORPUS**

The writ of habeas corpus is an order issued by a competent court and addressed to the custodian of a prisoner directing that the custodian bring the prisoner into the court for the judicial determination of the legality of his arrest and detention. Article I, Section 9, of the United State Constitution

provides that the privilege of the writ shall not be suspended, unless, when in the case of rebellion, or invasion, the public safety may require it. The status of martial rule does not of itself suspend the writ, although in event the civil courts are closed, it is apparent the writ could not issue during the period of such closure. A Federal military officer is bound to obey the writ, when issued by a Federal court, provided that he has taken the action prescribed in paragraph 217, *Manual for Courts-Martial, United States, 1951*, and has received appropriate instructions from competent military authority. But to such a writ issued by a State court, the officer or his legal adviser, in the absence of instructions to the contrary, should make respectful return to the effect that the prisoner is held by authority of the United States. (For details as to both actions, and the proper return forms, see ch. XXIX, MCM, United States, 1951.) It does not necessarily follow that a prisoner arrested and detained by the military authorities will, at the hearing of the writ, be released or turned over to the civil authorities for trial. The courts usually hold the arrest and detention to be lawful in such situations upon reasonable showing of military necessity, even where no specific crime is charged.

## **Section VIII. LIABILITY OF MILITARY PERSONNEL UNDER CIVIL LAWS**

### **27. GENERAL**

When troops are employed in the United States and its territorial possessions, even when martial rule

prevails, the acts of individual officers and enlisted men are subject to review by the civil courts in actions for damages or in criminal proceedings.

## **28. CIVIL AND CRIMINAL LIABILITY**

In a criminal prosecution, the civil courts ordinarily will not convict a military subordinate for acts done, in good faith, in obedience to orders from superior military authority. However, if its illegality is so obvious as to be immediately apparent to a person of average intelligence, the obedience to the order probably would not prove a valid defense. Moreover, although the use of necessary force to accomplish a military mission does not make an otherwise lawful act by military personnel illegal, the reckless or malicious use of unnecessary force may have such result, and may subject the offender to civil or criminal liability, or both.

## **29. RIGHT TO TRIAL BY FEDERAL COURT**

When any civil or criminal prosecution is commenced in any court of a State of the United States against any member of the armed forces of the United States on account of any act done under color of his office or status, or in respect to which he claims any right, title, or authority under any law of the United States respecting the armed forces thereof, or under the law of war, such suit or prosecution may at any time before the trial or final hearing thereof be removed for trial into the district court of the United States in the district where the same is pending in the manner prescribed by law, and the cause

shall thereupon be entered on the docket of such district court, which shall proceed as if the cause had been originally commenced therein and shall have full power to hear and determine said cause. (See sec. 9, Act 5 May 1950 (64 Stat. 146; 50 U. S. C. (Supp. IV) 738).)

## **Section IX. ASSISTANCE OR INTERVENTION IN DISASTERS**

### **30. BASIC CONSIDERATIONS**

*a.* A civil disturbance does not always arise as the result of a deliberate or planned incitement of a civil population to disorder or riot. It may often result from a disaster which so disrupts the normal order of community life that the inhabitants tend to become frenzied and to exhibit the characteristics of instability and unreasoned action which are typical of people in such an emergency.

*b.* When a civil disturbance results from a disaster and the use of Federal troops is authorized, it is the responsibility of military authorities to protect life and property, to restore order, and to promote the welfare of the civil population. The extent of military participation depends upon the gravity of the disturbance and the authority given the military commander.

*c.* Intervention, as distinguished from assistance, is indicative of the exercise of any degree of control over the lands, persons, property, and government of the area in which the emergency has reached such proportions as to make necessary the exercise of direct authority in the establishment of law, order, and

government. The exercise of such authority is dependent upon and delimited by the directive issued by the competent authority rather than the decision of the commander concerned. Under the provisions of the Federal Civil Defense Act of 1950 (64 Stat. 1245; 50 U. S. C. APP., Supp. IV, 2251-2297), the Army may be directed, during periods of emergency resulting from actual or threatened enemy attack, to furnish personnel, materials, and facilities for the relief and protection of the civilian population.

*d.* The relief of the civil population of the United States in a disaster is primarily a civil responsibility and is supported by relief measures of such organizations as the American National Red Cross. Assistance measures by Federal agencies are predicated upon the issuance of covering authorization and directives by competent authorities. The general Government policy and framework for an orderly and continuing means of Federal assistance in disasters and emergencies were established by the Act of 30 September 1950 (64 Stat. 1109; 42 U. S. C. Supp. IV, 1855-1855g). Under that Act, Federal agencies are authorized to assist in major disasters when directed by the President. The President is authorized to prescribe such rules and regulations as may be necessary and proper to carry out the provisions of the Act and to exercise any power or authority conferred on him thereby either directly or through such Federal agency as he may designate. By Executive Order 10221, dated 2 March 1951 (16 F. R. 2051) the President ordered that certain authority conferred upon him by the Act of 30 September 1950 be exercised or performed by the Housing and Home

Finance Administrator, or by officer or officers in his agency designated by him. The President further directed in the mentioned Executive order that nothing therein should be construed to prevent any Federal agency from affording such assistance and taking such other action as may accord with the existing policies, practices, or statutory authority of such agency, in the event of any disaster which will not permit delay in the commencement of Federal assistance or other Federal action, and pending the determination of the President whether the disaster is a major disaster. Military authorities, however, plan for disaster relief and coordinate their planning with civil authorities when requested or directed to do so. The military plans anticipate as far as possible the relief measures which may be required in a disaster. (For a detailed discussion of the employment of troops in aid of civil authorities within any state and within the Territories of the United States, see AR 500-50. For a discussion of military activities in disaster relief within the United States or any of its territories, see AR 500-60 and SR 970-10-5.)

*e.* Within the territories and possessions of the United States, military responsibility for disaster relief is determined by applicable Federal laws and the Federal authority exercised within the territories or possessions.

*f.* If United States forces are located in a foreign area pursuant to consent, or agreement, military responsibility for disaster relief should be incorporated in any directive or agreement and developed cooperatively with the appropriate civil authorities.

Disaster action is taken by the commander of the forces within the delimiting scope of the instrument under which he operates or the agreement defining the extent and degree of his authority over the lands, persons, property, and government within the area. Within the scope of the agreement defining his authority, his actions will be based upon—

- (1) Military necessity based upon the security of his forces and the accomplishment of his mission.
- (2) International legal requirements for assistance and other measures necessary to cope with the situation.
- (3) Policy decisions of the United States relative to the measures to be taken.
- (4) The compelling force of humanitarianism.

*g.* When an area is occupied as the result of belligerent action, military authorities have direct responsibility for disaster relief planning and operations. In a combat area, the military commander normally directs operations for disaster relief to the extent permitted by the tactical situation.

*h.* In a belligerently occupied area, or in an area scheduled for belligerent occupation, planning for disaster relief is not predicated upon the consent of the indigenous population or government officials but upon the exercise of the authority of the responsible commander. The action of the commander is based upon his responsibility for the establishment and maintenance of order and government. When the military situation permits, however, the civil population is encouraged to plan and organize the civil facilities available for disaster relief within the limits prescribed by the military authorities. Never-

theless, the direction and supervision of disaster relief plans and operations is primarily the responsibility of the military.

### **31. GENERAL CHARACTERISTICS**

*a.* As disasters usually occur with great suddenness and always with shocking effect, speed of execution of previously formulated plans is essential to alleviate acute distress or to reestablish order so that thereafter the local civil government may operate through normal civil processes to cope with the situation.

*b.* In a disaster, troops are used to aid in relief work, guard key installations, control traffic, preserve order, prevent looting, provide medical services, or carry out similar tasks which the civil population or civil government agencies are unable to perform, and where immediate action is necessary.

*c.* In disaster relief, troops may be employed in missions not necessarily in accordance with their previous military training; i. e., infantry may operate boats during floods or may sandbag threatened levees. A military commander may assign his troops to any task which the emergencies of a disaster may require.

*d.* In areas where troops are located by consent or agreement and subject to the terms of the consent or agreement, or in areas belligerently occupied, the organization normally employed by the commander in disaster relief will be supported by units charged with the administration of military government or civil affairs, as the case may be, supported by the military police, and tactical forces in that order of employment.

## CHAPTER 2

# CHARACTERISTICS OF CIVIL DISTURBANCES

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### Section I. INTRODUCTION

#### 32. GENERAL

Serious civil disorders may arise from economic, social, or political causes, and may take the form of demonstrations or riots.

*a. Demonstrations.* A demonstration is a public exhibition of sympathy with or against some political, economic, or social movement or effect. During a demonstration, persons who are grouped together with a common intent respond emotionally and collectively to the same stimuli. Demonstrations may be staged locally, may be staged simultaneously at various points, and may be national or even international in nature.

*b. Riots.* A riot is a breach of the peace committed by three or more persons in furtherance of a common purpose to execute some enterprise by concerted action against anyone who may oppose them.

#### 33. CAUSES OF CIVIL DISTURBANCES

*a. Economic.* During a period of general prosperity the possibility of a civil disturbance arising from an economic cause is less likely than during a period of depression.

- (1) Civil disturbances in periods of economic dislocation may become so violent that the civil authorities cannot control them. Whenever large-scale unemployment prevails, for example, people may become bitter, resentful, and often desperate for the essentials of life, and are more easily led to riotous or unlawful actions.
- (2) Disasters, such as earthquakes, fires, floods, or explosions, may be followed by acts of violence. The looting of areas ravaged by catastrophes, for example, may become so pronounced as to constitute a threat to public safety. The desire for the basic necessities of life may cause persons, who would not attempt to do so under normal conditions, to engage in unlawful acts.

*b. Social and Political.* Serious frictions between social or racial groups may also incite people to riotous actions. The disturbances may occur because of public revulsion against serious crimes, allegedly committed by members of minority groups, or may be fomented by subversive elements. Sometimes, minority groups, without subversive intent, may engage in demonstrations which develop into serious breaches of law and order.

## **Section II. CROWDS AND MOBS**

### **34. GENERAL**

A crowd is a large number of persons in a close body, who are without organization, and who do not exhibit characteristic group behavior. A mob is a

crowd whose members, under the stimulus of intense excitement or agitation, lose their sense of reason and respect for law and follow individuals who take the initiative to lead a mob action.

### **35. INSTINCTIVE URGES WITHIN THE MOB**

All human beings are subject to certain drives that are aroused by basic desires, instincts, or emotions, such as hunger, sex, gregariousness, self-preservation, anger, and fear. Although education, training, and environment may inhibit or sublimate emotions and instincts, in crowds and mobs, the emotions and instincts are sometimes released. Hence, in mob action, the participants may be governed basically by emotions and instincts, and not by reason.

### **36. INCENTIVES TO JOIN THE MOB**

*a. Novelty.* When an individual is confronted by new and strange circumstances, the habits which he has formed may not be fully operative. The specific stimuli which usually govern his actions may be absent, and the lessons of previous experiences, which were employed in solving customary problems, may not be applied. The individual, subconsciously, may even welcome the break in his normal routine and may react enthusiastically to new circumstances.

*b. Anonymity.* When an individual is within a mob, he may tend to lose self-consciousness, because his identity may merge with that of the mob. As a consequence of such a temporary loss of identity, he may sense a freedom from restraint and may feel that he will not be blamed for his actions, whatever they may be.

*c. Release from Repressed Emotions.* In a mob, the prejudices and unsatisfied desires of the individual, which are normally held in restraint, are readily released. The temporary release is a powerful incentive for an individual to participate in mob action, because it gives him an opportunity to do things which he may have wanted to do, but which hitherto he dared not do.

### **37. ASSOCIATION AND THE INDIVIDUAL**

*a. Domination of the Mob Mind.* A mob represents a collective reaction to the situation that brought it into being, or that it believes to exist. Men who are caught in the fury of mob action tend to be completely controlled by the mob in which they have become integrated. Individual judgment and decision are temporarily subordinated to mob emotion, and the participants respond to mob suggestion. The unity of feeling among members of the mob prevails to such an extent that the sheer force of numbers tends to dispel doubts and fears, and the members of the mob usually are ready to join any action that will bring the desired results.

*b. Domination of the Lower Levels of Intelligence.* Because of the tendency toward instinctive behavior in mob action, there is a lessened dependence upon intelligence.

*c. Domination of the Lower Instincts and Emotions.* Because of the lowering of the intelligence level and the weakening of other restraining influences, the instincts and emotions that dominate in mob action are the baser instincts and emotions. The

more basic the outward expression of such instincts and emotions, the more likely they are to prevail in the action of the mob.

### **38. TRANSFORMATION OF CROWDS INTO MOBS**

A crowd develops into a mob when, stimulated by intense excitement, its members lose their sense of reason and their respect for authority. Any apparent weakening of the forces of law and order that may be holding a crowd in check, even though only momentary, may be sufficient to transform a crowd into a mob. Crowd emotions are often keyed and transmuted into mob action by such stimuli as the forceful harangue of a fiery leader, the appearance of a hated individual, or the successful accomplishment of a single act of violence.

### **39. RIOTERS**

When members of a mob engage in mass disorder, they become rioters. Acts of violence and terror and tumultuous disturbances of the peace are characteristic of rioting, which is mob activity in the extreme.

### **40. TRANSFORMATION OF CROWDS OR MOBS DURING DISASTERS**

Crowds and mobs which may form and develop during a disaster may be subject to different stimuli than during a civil disturbance. During a disaster, the instincts of fear and self-preservation may prompt people to engage in mass action. Rioting may also ensue if other basic desires and emotions, such as hunger, influence mass behavior. Whatever the combination of factors which causes persons to

riot, or whatever the behavior of the mob, the basic causation in a disaster is almost always an extreme and sudden fright which affects many people simultaneously. This phenomenon is known as *panic*. Panics are violent and extremely difficult to control, because the individuals who compose the mob become so aroused that they cease to think clearly, and only force can compel them to listen to reason, or to submit to control.

#### **41. CROWDS OR MOBS DURING CLASS, RACIAL, AND SECTIONAL DISTURBANCES**

Under certain stimuli, such as of propaganda, or even the very presence of a minority group, the basic emotions and instincts which are unleashed during a class, racial, or sectional disturbance are related to hatred and gregariousness and, to a certain extent, to self-preservation. The leader is of extreme importance in inciting a mob to deeds of violence in such disturbances.

#### **42. CROWDS OR MOBS DURING SUBVERSIVE DEMONSTRATIONS**

In demonstrations which are instigated by subversive elements, the actual leadership may not be apparent, because the demonstrators have already been incited to action by the leaders. Such demonstrations usually result from extensive propaganda and other campaigns conducted by subversive elements.

## CHAPTER 3

### PLANNING

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#### Section I. INTELLIGENCE AND PLANNING

##### 43. GENERAL

Intelligence, as used in this manual, is any evaluated and interpreted information on actual or potential civil disturbances of value to the military commander in planning. The commander continually collects, collates, evaluates, and interprets information; and he disseminates the resulting intelligence on all situations which may develop into civil disturbances. The intelligence may take the form of "spot" intelligence reports or studies, and is classified in accordance with AR 380-5. It is obtained from individuals, reference data, or other sources available to the commander, including the intelligence sections of higher echelons, or certain Federal or local agencies.

##### 44. INTEGRATION OF INTELLIGENCE

*a. General.* Intelligence is systematically integrated into the commander's plan; it constitutes the basis for new plans or for revisions of existing plans. To be most effective, intelligence, through proper evaluation, interpretation, and dissemination, is integrated at the level where it is to be used.

*b. Processing of Information.* As information is received, it is separated into its proper components, which are grouped and presented according to the required essential elements of information. This procedure, known as processing, which includes evaluation and interpretation, may be performed by the commander alone or may be a function of his staff. Evaluation and interpretation transform raw information into intelligence by establishing the pertinence of the information, the reliability of its source, the accuracy of its content, and, in addition, its significance in the light of prior intelligence.

*c. Dissemination of Intelligence.* Every military commander who possesses information which may be of intelligence interest or of concern to another military agency should promptly dispatch such information through either staff or command channels, whichever is more expeditious. Through such an exchange of information, valuable intelligence is often developed.

#### **45. ESSENTIAL ELEMENTS OF INFORMATION (EEI)**

A fundamental prerequisite to an intelligence plan that is to be used in the event of a civil disturbance is the formulation of the essential elements of information. The "EEI" are statements or listings of the specific items of information required by the commander at a given time, and are prepared by the commander with the assistance of his intelligence officer. The "EEI" focus the attention and activities of all collecting agencies and intelligence personnel on the specific information desired. The

“EEI” state the current intelligence needs and form the basis for the intelligence collection plan.

## **46. METHODS OF OBTAINING INTELLIGENCE**

When the “EEI” have been developed, a plan for the collection of information is formulated by the commander or his intelligence officer. The “EEI” constitute the basis for orders, instructions, and requests governing the search for information. They do not impose limitations on reporting agencies, which, in addition to satisfying the requirements arising from the essential elements of information, must also report all additional information that comes to their attention. The essential elements of information are gathered by either *over* or *covert* methods.

## **47. INTELLIGENCE CONSIDERATIONS**

*a. General.* The essential elements of information may serve to indicate the progress of events in the development of a civil disturbance.

*b. Sensitive Areas.* As a result of information received, geographical areas of unrest may be delineated. Such areas are known as “sensitive” areas, and are always primary intelligence targets.

*c. Indices of Agitation.* Any information which indicates a possibility of agitation, violence, or instability among the local population is made a special intelligence target. It is then analyzed in terms of cause and effect and is integrated with intelligence already developed. For example, attempts by civilians to collect weapons as indicated by an in-

crease in the sale of weapons by pawnshops or other vendors of weapons, would become an intelligence target and the subject of a further "EEI."

## **48. INTELLIGENCE JOURNAL**

All information pertaining to civil disturbances is recorded in an intelligence journal, wherein a correct day-by-day chronological record of events is maintained. A tentative evaluation of the information received is always assigned to each item which is entered in the journal.

## **49. INTELLIGENCE STUDY**

*a.* The intelligence study is a presentation of all pertinent information which may be of assistance to the commander in making an estimate of the situation or in conducting an operation. The form varies according to the situation and the nature of the study to be made. The study, which is based on the latest information available, is usually prepared as far in advance as practicable, is supplemented by spot intelligence as the situation develops, and is revised when necessary.

*b.* Intelligence studies that are made in preparation for potential civil disturbances are of two types. The first type, an advance intelligence study, is conducted to gather general information which may form the basis for the preparation of preliminary emergency plans applicable to a general area in the event of emergency. The second type not only includes the intelligence gathered in the preliminary study, but also the information obtained in a specific locality where a civil disturbance is in being or may

be imminent. The second type of study is made subsequent to the outbreak of the disturbance or where the potential of the disturbance is great.

c. A suggested outline for an advance intelligence study follows:

(1) *The area.*

- (a) Listing and evaluation of sources of information.
- (b) Area subdivisions (physical, economic, and political).
- (c) Terrain (natural and artificial features).
- (d) Predominating weather and climatic conditions.
- (e) Key installations and facilities.
- (f) Political factors.
- (g) Sensitive portions of the area.
- (h) Communication systems.

(2) *The population.*

- (a) Racial composition.
- (b) Political complexion.
- (c) Religious affiliations.
- (d) Social structure.
- (e) Economic conditions.

d. The following is a suggested outline of factors that may be included in the second type of intelligence study which is conducted as a continuation of, and supplement to, the advance study:

(1) *General considerations.*

- (a) Type of disturbance (political, economic, and racial).
- (b) Events leading to the disturbance.
- (c) Psychological background of the population.

- (d) Progress of riot (objectives attained to date, damage, etc.).
- (2) *Ringleaders and important personalities.*
  - (a) Personal data.
  - (b) Relation to events.
- (3) *Disturbed elements of the population.*
  - (a) Estimated number of rioters.
  - (b) Weapons and attempts to secure weapons.
  - (c) Immediate and projected objectives of rioters.
  - (d) Type of action and degree of violence to be expected.
  - (e) Capabilities of disturbed elements.
  - (f) Geographical location of sensitive areas.
- (4) *Dependable elements.*
  - (a) Organized and unorganized civilian groupings.
  - (b) Measures taken to counteract or suppress rioters.
  - (c) Capabilities of dependable elements.
  - (d) Courses of action open to dependable elements to curtail rioting elements.
  - (e) Security measures affected by dependable elements.
  - (f) Sources of information available to dependable elements.
- (5) *Federal aid.*
  - (a) Legal considerations before, during, and after intervention by Federal troops.
  - (b) Procedures for securing and employing Federal troops.
  - (c) Projected developments which may necessitate a request for Federal aid.

e. Preparatory intelligence planning for providing aid in event of a disaster follows the same general pattern as the advance planning conducted in anticipation of a possible civil disturbance; however, essential information is more easily obtained. Speed in the collection of information of intelligence value is vital to the commander assigned the mission of aiding civil authorities in a disaster situation. In addition to the pertinent factors outlined above, the outline of a disaster intelligence study may include—

- (1) Nature of the disaster.
- (2) Sequence of events leading to the disaster.
- (3) Secondary disasters (such as fires or tidal waves which follow earthquakes).
- (4) Type and description of damage.
- (5) Preliminary estimates—
  - (a) Number of people to be supplied.
  - (b) Probable length of time for which supplies are required.
  - (c) Quantity and kind of supplies available locally.
  - (d) Requirements for funds.
  - (e) Requirements for storage.
  - (f) Available means for distributing supplies.
  - (g) Whether local authorities are making a maximum effort.
- (6) Countermeasures taken by local, State, or other authorities.
- (7) List of facilities which may be of use in implementing disaster relief.

## **50. SYMPATHY OF TROOPS**

In a civil disturbance, individuals whose backgrounds indicate possible disaffection should not be assigned to duty in the affected area. The commander differentiates between a genuine lack of sympathy with the mission and common malingering (SR 600-220-1).

### **Section II. ESTIMATE OF THE SITUATION**

#### **.51. GENERAL**

The estimate of the situation is a logical and orderly examination of all the factors affecting the accomplishment of the mission to determine the most suitable course or courses of action. The estimate is applicable to any domestic emergency and to any echelon of command. The formulation of the estimate by the commander is a continuing process. With each change in the situation, he revises the estimate. The entire estimate or only the decision may be committed to writing (FM 101-5).

#### **.52. THE DECISION**

The decision, which is based on the estimate, is expressed in a brief statement clearly outlining the course or courses of action. The statement covers as much of the *who*, *what*, *when*, *where*, *why*, and *how* as may be appropriate. In a civil disturbance, the decision makes clear the general plan of action for overcoming, minimizing, or neutralizing the disturbing elements, and constitutes the basis for the formulation of detailed plans by the staff.

## 53. PLANNING

*a.* Plans for meeting a civil disturbance, except as provided in *b* below, are developed on a geographical basis in accordance with the following principles:

- (1) The geographical basis for Army, Navy, and Air Force plans is the army area.
- (2) The continental army commander is responsible for the coordination of local plans within his army area.
- (3) Service responsibilities for preparing local plans are as agreed upon between the appropriate commanders concerned.
- (4) Civil disturbance plans consist of the following:
  - (a) Plans for major population centers.
  - (b) Plans for all military installations.
  - (c) Plans for nonmilitary installations which are listed as vital in current lists of installations essential for national security, as the appropriate continental army, naval district, or numbered air force commander deems necessary.
  - (d) Plans for floods, forest fires, earthquakes, and other disasters in all areas subject to such catastrophes.
- (5) Initial responsibility for operations in civil disturbances in specific local areas are set forth in area plans.
- (6) Army area and local plans are coordinated with those of the Federal, State, and local authorities by the commanders responsible for preparing area and local plans. These

commanders should offer to assist Federal, State, and local authorities in the preparation and coordination of their plans.

- (7) All area and local emergency plans should be integrated with appropriate defense plans.
- (8) Plans for disturbances, where practicable, should indicate the logistical responsibilities of the services concerned.

*b.* Emergency planning on a national scale includes plans for the seizure and/or operation of certain essential industries, utilities, and facilities by the armed forces. The development of plans for the seizure and/or operation of the following industries, utilities, and facilities is the primary responsibility of the services indicated below:

- (1) *United States Army:*
  - (a) Land transportation.
  - (b) Land wire and radio communications.
  - (c) Port operations, except as otherwise assigned to the United States Navy or United States Coast Guard.
  - (d) Coal supply.
- (2) *United States Navy:*
  - (a) Maritime shipping.
  - (b) Maritime communications.
- (3) *United States Air Force:*
  - (a) Air transportation.
  - (b) Aeronautical communications.

## **Section III. LOGISTICS**

### **54. GENERAL**

Logistical planning for a civil disturbance includes planning for procurement, storage, transportation, distribution, and evacuation of matériel and personnel; and for the acquisition, operation, and disposition of certain facilities. For logistical data, see FM 101-10.

### **55. WEAPONS AND AMMUNITION**

The types of weapons and ammunition which are needed by troops in reestablishing law and order during a civil disturbance depend upon the tactical situation. Special purpose weapons may be issued to troops for specific missions. Chemical hand grenades and small-arms ammunition are essential, and the basic supply thereof must be predetermined. Shotguns may be used as auxiliary weapons. For a discussion of chemical munitions and their use, see appendix II, and FM 3-5.

### **56. EQUIPMENT**

Generally, the equipment required by troops in a civil disturbance does not differ materially from the equipment required for normal field service. Such factors as the type of action expected or the climate may influence the planning requirements. Special equipment such as fire hose, axes, picks, sledge hammers, crowbars, and ropes may be necessary. In disasters, additional or special equipment for civilian use are provided as authorized in AR 500-60.

## **57. REQUISITIONING AND EARMARKING**

*a.* The commander should issue specific instructions for requisitioning and storing munitions, supplies, and rations, and for earmarking them for civil disturbances.

*b.* Preliminary planning, based on anticipated needs, must insure that sufficient quantities are on hand and are ready for movement or distribution at the appropriate time. The evaluation of resources should include—

- (1) The number of persons who will require assistance.
- (2) The period of time during which such assistance will be necessary.
- (3) The type of assistance which will be needed.
- (4) The essential priorities.

*c.* The supply problem should be discussed in detail and with emphasis on—

- (1) Supplies which are available and which are under the control of State officials.
- (2) Supplies which are available from local government, welfare, and civil defense organizations.
- (3) Supplies which are needed, but which have no possible source of procurement other than a military source. (If a relief agency, such as the American National Red Cross, is authorized to purchase supplies from a military source, such supplies are considered on the same logistical basis as those supplied by the military for disaster relief.)
- (4) Allocation and issue of supplies.

## **58. COMMUNICATIONS**

In a civil disturbance, in addition to planning for communications among the various military headquarters and units, serious consideration must be given to the protection or operation of civilian telephone, teletype, telegraph, and radio centers. When civilian communications facilities have been destroyed or are not immediately available, it may be necessary to establish emergency communication by the use of messenger, field telephone, or radio.

## **59. TYPE OF TROOPS**

The selection of the types of troops to be used in civil disturbances is governed by the type of disturbance, the action expected, and the availability of troops. For example, military police and infantry ordinarily constitute the major part of the Federal troops employed in suppressing riots. Armored units may be employed for special missions or for psychological effect. Engineers may be called upon to furnish water transportation or may be employed to advantage in placing barriers and removing obstacles. Signal Corps personnel may be employed to maintain communications. Chemical Corps personnel may be employed for the release of smoke and gas in large-scale operations. If well-organized areas of resistance are anticipated, airborne units may be used effectively. In areas where disasters have occurred, the types of troops employed usually depend on availability, regardless of branch.

## **Section IV. TROOP MOVEMENTS**

### **60. GENERAL**

Except for the protection of Government property, troops are moved to the scene of a riotous disturbance or disaster only by order of competent authority. However, when intelligence indicates that a serious situation is developing which may necessitate military intervention, the commander may move the forces under his command to strategic positions from which they can proceed effectively when directed. In planning the movement, he considers such factors as distance, availability of facilities, imminence of danger, and need for security or protection. He prepares alternate plans in anticipation of possible changes in the situation, and provides for alternate routes, modes of travel, and unloading or detraining points.

### **61. RAIL MOVEMENT**

*a.* Special trains normally are used in the movement of troops.

*b.* If interference with a troop movement is anticipated at an entraining point, the commander provides for the necessary security and for the exclusion of all unauthorized individuals from the vicinity.

*c.* A train is run at reduced speed over the portion of a track where an interruption may be expected. If there is reason to suspect that an explosive has been placed along a track, it may be advisable to push several flat cars ahead of the engine. The commanding officer of the troops may assume control of

the train when the military situation demands that he do so; but until the necessity arises, he leaves the operation of the train to its crew.

*d.* When the train reaches the vicinity of the disturbance, it proceeds cautiously. The military commander may plan to detrain his troops on the outskirts of a city or town and to march them the remaining distance. The detraining point, however, should be as near the bivouac area as practicable in order to reduce the marching distance. Detraining points and alternate detraining points are so selected that the troops are reasonably free from interference while detraining.

*e.* It may be necessary to deploy some of the first troops to arrive to cover the detraining of later arrivals. Upon detraining, troops take the formations that enable them best to protect themselves against attack. Detraining, however, should take place with a minimum of public notice. If possible, action against lawless elements is deferred until troops have reached an occupied their bivouac areas, from which outposts are extended far enough to protect the main body from possible small-arms fire of rioters. The supply situation may make it advisable for detraining troops to carry a 24-hour supply of personal equipment and rations.

## **62. MOTOR MOVEMENT**

*a.* The security of a motor column during a motor march is the responsibility of the march commander. Security measures are adopted as the situation requires (FM 100-5).

*b.* In moving into an area to reestablish order in a civil disturbance, the commander should use re-

connaissance patrols well ahead of a column. The reconnaissance patrols should gain and maintain contact with the groups creating the disturbance, and provide the commander with timely information as to the location, strength, composition, and activities of lawless elements.

*c.* The commander should adopt a suitable advance flank and rear guard formation. Columns or serials are organized in accordance with their tactical missions. Movements may be echeloned in time, or may be made on separate routes. Service troops normally are held in rear areas, or are moved forward at the rear of columns.

*d.* Bivouac and detrucking areas in the vicinity of an affected area are selected prior to the arrival of a column, and alternate detrucking points are provided.

### **63. AIR LIFT**

In movement by air, the main body of troops is preceded by a party of sufficient strength to secure the landing area, and to prevent interference with the landing operation. If the landing area is not secure, airborne troops may be utilized (FM 31-40, FM 71-30, and FM 100-5). Supplies, equipment, and troops may be moved by air, when practicable, in a disaster.

### **64. WATER TRANSPORT**

Large numbers of troops with heavy equipment may be moved by water, especially where great distances must be traveled, where speed is not a primary consideration, or where there are no other means of transport (FM 100-5).

## **CHAPTER 4**

### **OPERATIONS**

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#### **Section I. RESTORATION OF ORDER**

##### **65. GENERAL**

*a.* The purpose of military intervention in a civil disturbance is to restore or preserve the general peace, to still or prevent a tumultuous demonstration or riot, or to put down or prevent an insurrection when violence is threatened on a scale which appears likely to exceed the capabilities of civil authorities to control. The duties of troops include the prevention of injury or damage to personal property and essential public services. The troops endeavor to anticipate or cut short an outbreak of violence and to make certain that it does not recur.

*b.* When there is a serious emergency, the military commander and the troops are authorized to take measures that appear reasonably appropriate to the accomplishment of their mission. The measures that are taken must, however, be proportional to the violence that is encountered and to the danger anticipated. The circumstances determine the measures that are appropriate and, in a particular situation, which may justify action beyond the powers of civil police authority. The exercise of military power, where the rights of citizens are concerned,

is not employed beyond that which is required by the particular situation.

*c.* So far as possible, the existing essential routine of the community is not disrupted. Necessary economic and other activities are continued and supported, wherever feasible.

*d.* Troops are not excused from civil or criminal liability for the consequences of measures of excessive severity; that is, if the measures taken are not reasonably appropriate in the given circumstances.

*e.* Except in the very rare case of martial rule, the military commander does not take over the administration of the local government. It may be necessary, however, for the commander to protect civil officials in the exercise of their normal functions. He may also find it necessary to provide for emergency public services to the extent necessary to prevent or relieve suffering.

## **66. CONDUCT TOWARDS CIVILIANS**

Membership in the military gives no license to disregard the rights of civilians. Civilians are treated with courtesy and respect; they are also made to understand that the military must perform its mission of restoring general peace and stilling tumultuous disturbances or riots. People at the scene of a disturbance and in an affected area are informed of the conduct expected of them and of the restrictive measures that are to be enforced by the military. As indicated in paragraph 65, the necessity for, and the nature and extent of restrictions imposed by the military commander must necessarily depend upon,

and be limited by, the conditions and circumstances then existing. The restrictive measures mentioned in this chapter are furnished as examples of possible action which a commander may be required to initiate where conditions and circumstances so warrant. Proclamations and announcements of the restrictions that are placed upon the rights of citizens or upon the civilian economy are normally issued by the military commander through the press and radio, or may be made over public address systems when practicable. Troops should not fraternize with civilians, and do not discuss with them at any time the circumstances of the military action.

## **67. SALE OF FIREARMS**

The military commander may promulgate such regulations governing the sales, transfers, or deliveries of firearms, ammunition, explosives, or other materials, as will prevent their purchase or acquisition by dissident elements. If the regulations appear insufficient, he may ban such sales, and guards may be employed to enforce or assure compliance with the regulations and orders of the commander.

## **68. CARRYING OF FIREARMS**

The military commander may restrict, during periods of extreme violence, the right of civilians to carry dangerous weapons, firearms, or explosives whether or not permits therefor have been issued by civil authorities. Certain protective personnel, such as guards at industrial facilities, are normally required to deposit their weapons with the troops

when the troops are assigned the mission of securing the premises from attack or violence. Such protective personnel are never permitted to use force in aid to the military.

## **69. SALE OF LIQUOR**

The military commander, during periods of civil violence, may require the closing of all places where intoxicating liquors are sold, limit the sale of intoxicating liquors to certain hours, or he may otherwise regulate sales. The sale of liquor for a doctor's prescription or for bona fide medicinal use should not be banned by the military commander. The military commander may enforce compliance with his orders by posting guards, who may take into custody any persons who violate such orders.

## **70. AREAS ADJACENT TO TROOP BIVOUACS**

When the military commander considers it necessary to protect the health and welfare of his command, he may make such *reasonable* regulations in respect thereto as may be desirable. He may limit or prohibit the sale of liquor to soldiers in uniform. He may post guards outside premises to enforce his orders or otherwise to prevent soldiers from entering establishments that are inimical to the health and welfare of his command.

## **71. FREEDOM OF RELIGION, SPEECH, AND PRESS**

Freedom of religious worship may be abridged by military forces only in extreme circumstances. Freedom of speech and press is not abridged unless the

exercise thereof is abused unreasonably or is likely to increase the public danger.

## **72. FREEDOM OF PEACEFUL ASSEMBLY**

The right of the people to assemble peacefully is not abridged by the military commander unless the assembly is unlawful, or unless it creates a situation that threatens to hamper the remedial action of the troops. The holding of meetings may be prohibited when such meetings endanger public order.

## **73. DETENTION OF CIVILIANS**

*a.* Troops may detain a person who persistently incites others to engage in violent action to impede the restoration of order. Such preventive detention may be extended until order has been restored. If the civil courts are functioning and criminal charges can be preferred, the offended may be delivered immediately to the civil police. However, if there is reason to believe that the offender may be released on bail or discharged for technical or other reasons, he may be detained until such time as his release will not jeopardize the public safety or military operations.

*b.* Troops on duty may stop and question a person who approaches or leaves an industrial facility or area under military guard. They may demand an explanation of anyone who appears to be violating the orders of the military commander or such civil police regulations as may be enforced by the troops.

*c.* Any person who fails to identify himself properly or to give a satisfactory explanation of his ac-

tions should be taken to an appropriate officer for further questioning and investigation. When it appears that such a person may be charged with a crime, he should be held for the civil authorities. When it appears there is no proper reason for detention, he should be released promptly.

*d.* If a person carries a parcel which may be suspected of containing explosives, weapons, or other dangerous items, he may be required to submit the parcel for examination. If the contents indicate that the bearer may be engaged in subversive activity, he should be held and searched. The search should normally be conducted in the presence of a commissioned or noncommissioned officer.

*e.* Persons who violate regulations and orders pertaining to the sale of liquor may be held in preventive detention or may be charged as the Judge Advocate advises.

## **74. PRIVATE PROPERTY**

*a.* When troops take for their use supplies, equipment, or other tangible private property from the owner or custodian thereof, such action is called a requisition. Private supplies and property needed by troops are requisitioned only as a last resort; such supplies and property are paid for at a reasonable price. Receipts are given for all supplies and property requisitioned.

*b.* As a matter of policy, buildings are not requisitioned for use as quarters. If such action is necessary, however, buildings are selected which are not linked through ownership or otherwise with dissident elements.

## **Section II. RELATIONS WITH CIVIL AUTHORITIES**

### **75. GENERAL**

The extent of Federal aid to civil authorities or the degree of military intervention determines to a large extent the nature of the relations of the military commander with the civil authorities. The desirability, need, and accomplishment of cooperation with Governors, State and local authorities, and State military forces is anticipated in planning for operations during a civil disturbance.

### **76. CIVILIAN LIAISON**

The commander maintains liaison with civilian authorities in order to attain maximum cooperation and coordination in providing military aid. Liaison is normally maintained with Governors, State military forces, and local governmental officials. The liaison may deal with—

- a. Traffic control.*
- b. Prevention of looting in affected areas.*
- c. Reports of disturbances, unusual movements, or other information of intelligence value.*
- d. Care of the injured.*
- e. Evacuation, housing, and feeding.*
- f. Protection, isolation, and decontamination of key areas or facilities.*

### **77. STATE ARMED FORCES**

- a. Assignment of Missions.* Actual operating missions are assigned to State Guards only by appropriate State authorities. To prepare in advance

for coordination between Federal and State forces and to insure the integration of State internal security planning with Federal military planning, appropriate army commanders request the State authorities to assign to State forces the mission of coordinating and cooperating with Federal authorities. In the accomplishment of cooperative missions, it is not contemplated that State forces are to be commanded by or that their operations and activities are to be otherwise controlled by Federal military authorities, but rather that State forces are to undertake and carry out such missions as may have been previously planned by mutual agreement or which the States may have agreed to undertake on the request of Federal military commanders. By organization, equipment, and training, State forces are designed and qualified for law enforcement operations rather than for sustained combat operations against hostile armed forces (AR 915-10).

*b. Conflict of Missions.*

- (1) It is imperative, in the interest of national defense, that the employment by the State of State forces should not interfere with or impede Federal functions or activities. It is likewise essential that State forces, of whatever category, when functioning in their proper sphere, should be unhampered in fulfilling their missions. To the end that the interests of the United States and of the State be preserved, the highest degree of cooperation should be maintained between the Federal and local officials concerned.

(2) Two situations may arise. In one, Federal military forces and State forces may operate in the same locality. Although each force may be acting within its proper authority, and although no question of conflict or responsibility may arise, the coordination of the activities of the respective forces is essential. In the other situation, a conflict of views may exist as to the responsibility, whether Federal or State, for a particular mission. If the commanders of the Federal forces and the State authorities are unable to effect an agreement, the matter should be referred to the appropriate military defense commander or commanding general of the army area. Although the decision of either commander is not binding upon the State authorities unless there is Federal martial rule in the affected locality, the State authorities should conform to that decision in the light of the paramount Federal concern with the problem of providing aid to the States in civil disturbances.

## **78. CIVIL POLICE**

Close cooperation should be maintained between military forces and civil law enforcement authorities, including local and State police. Usually, in Federal aid, local civil law enforcement authorities continue to discharge their normal duties.

## **Section III. INITIAL OPERATIONS**

### **79. BASIC PRINCIPLES**

*a.* In initiating operations in a civil disturbance, the military commander may employ the following measures:

- (1) Display of strength.
- (2) Proclamation to disperse.
- (3) Rapid dispersion of a mob, using minimum necessary force.
- (4) Prevention of disturbing assemblies.
- (5) Arrest of leaders.

*b.* In dispersing a mob, such of the following steps are applied as may be deemed appropriate:

- (1) Show of force.
- (2) Use of riot control formations.
- (3) Use of chemical agents.
- (4) Fire by selected marksmen.
- (5) Use of full fire power.

### **80. INITIAL ACTION AGAINST A MOB**

*a.* A mob is dealt with as a crowd until it actually resists the troops. Normally, the first step in dispersing a mob is to present a display of military strength. For psychological effect, it is made evident to the mob that there is a commander, that he has a plan, that he has the courage to act vigorously, and that he has available and intends to use whatever force is necessary. At this time, the military commander, or in his absence the commanding officer of the troops at the scene, calls upon the members of the assembly, in the name of the President of the

United States, to disperse and to go to their homes peaceably. A public address system may be employed, when available.

*b.* Reasonable time is allowed for the people to comply with the order to disperse before further action is taken. Once the mob is dispersed, it is not allowed to re-form. Patrols are detailed to prevent reassembly. The more aggressive members of the mob may attempt to create a diversion, such as by setting fire to buildings or vehicles in the vicinity of the assembly; hence, adequate provision must be made for such contingencies. Individuals who stand out as leaders or others who try to incite the mob to unlawful action are taken into custody. In effecting such apprehensions, care is exercised not to arouse the mob to further violence.

*c.* The commander is prepared to enforce his order for dispersal if the mob does not break up within a reasonable time. To encourage persons who may be disposed to disperse, but who fear denunciation by mob leaders or mob retaliation, the mob may be blanketed in a cloud of chemical smoke (app. II).

*d.* The mob is not harangued, bullied, or bluffed, and, above all, it is not threatened or dared.

*e.* The mob is usually attacked in the direction in which the commander desires to drive it. It is imperative that the mob have clear avenues of escape.

*f.* When the mob retreats, diminishing force is applied in proportion to the speed of retreat or the degree of disintegration. During the retreat, no more force is applied than is necessary.

*g.* When it is apparent that the participants who are in the front cannot retreat because of the pressure

from the rear, the pressure on the front is retained while the rear of the mob is attacked with chemicals.

*h.* Streams of water from fire hoses may provide an effective means of dispersal, if sufficient hose and pressure outlets are available. Fire apparatus should not be used against rioters unless sufficient equipment is available to insure the continued ability of the fire department to respond to emergency fire calls.

*i.* Bayonets are effective when used against rioters who are able to retreat. Members of a mob are not bayoneted merely to force a more rapid dispersal.

*j.* When small-arms fire is required, troops are instructed to aim low. Under no circumstances should there be indiscriminate shooting into a group from which some rioter has fired. Blank cartridges are not employed against the mob, and volleys are not fired over the heads of rioters.

*k.* Marksmen are placed at vantage points where they have good fields of fire. They should be equipped with radios or other means of communication in order to be able to submit reports to and receive orders from the commander. When soldiers are placed on roof tops and other vantage points primarily for observation, they should be afforded adequate protection.

*l.* If sniper fire from the mob is encountered, marksmen locate the source and return the fire. Marksmen may also be detailed to fire at places from which firing comes or from which dangerous missiles have been thrown.

*m.* Infantry supporting weapons are employed only when mob action develops into armed conflict.

When necessary, machine gun units are assigned for support; if committed, they are protected by rifle units. Mortars, recoilless rifles, light field pieces, bazookas, and similar weapons are held in the mobile reserve until the need for their use is indicated.

## **81. RIOT CONTROL FORMATIONS**

*a.* As efforts to contain or disperse a mob by encircling it with widely dispersed forces may invite attack and may result in a loss of control, troops are deployed in compact units of sufficient strength to insure the completion of their mission. In dispersing a crowd or unarmed mob, certain modified combat formations, such as the skirmish line, the platoon and squad column, and the wedge, are used to provide greater control over the troops by the company, platoon, and squad leaders. These modified formations, which are termed riot control formations, are simple and flexible. For a discussion of riot control and other formations, see FM 19-5 and FM 22-5.

*b.* The use of military formations in a civil disturbance is contingent on the nature of the emergency, the specific situation, and the personnel and equipment available. In dispersing rioters, however, there are two basic considerations:

- (1) Force must be met with greater force.
- (2) Unnecessary damage and bloodshed must be avoided.

*c.* When the conditions are favorable, riot control formations may combine the use of vehicles and

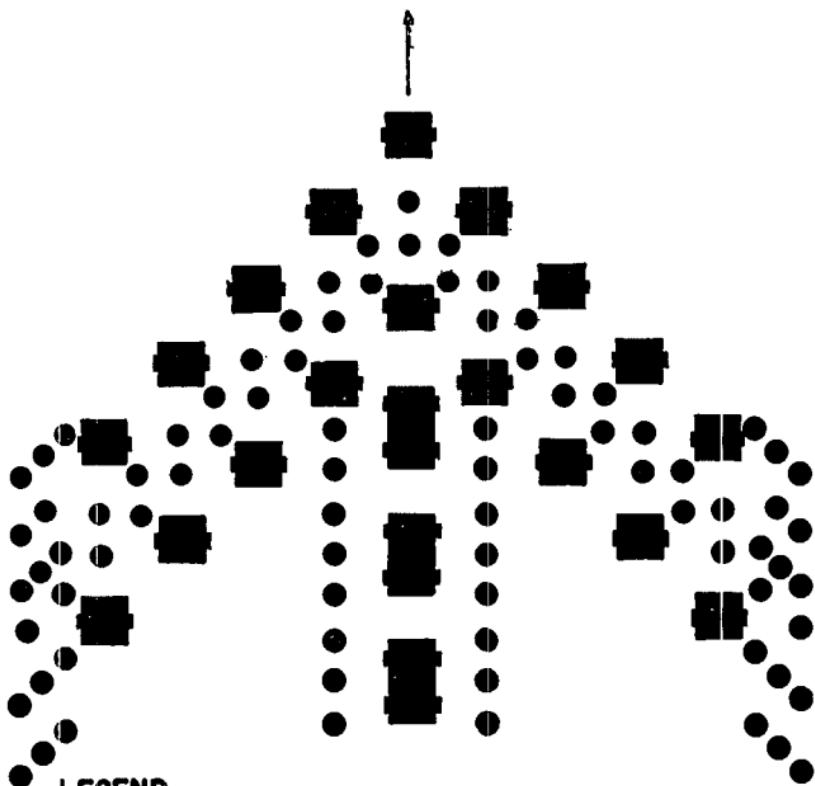
foot troops (fig. 1 ①, ②, and ③). Two fundamental considerations govern the use of vehicles:

- (1) *Protection.* The vehicles as well as the drivers and passengers must be protected from violence. In addition to the protection that is afforded by supporting foot troops, the occupants of the vehicles may be protected by covering vulnerable portions of the vehicles with mesh wire or similar suitable material. Windshields are generally removed from vehicles. Armored vehicles are used whenever practicable.
- (2) *Maneuverability.* The area of maneuver and the road net must permit the use of the vehicles.

## 82. RIOT CONTROL TACTICS

*a.* Generally, the basic infantry combat tactics of concentration of force, mass, penetration, and exploitation are applicable to riot control. The specialized formations described in the preceding paragraph may be used. The tactical plan is based on—

- (1) The organization or formation of the dissident elements, which may comprise—
  - (a) A large compact mob with great density.
  - (b) A large, widely dispersed, rapidly moving mob.
  - (c) A small, compact group.
  - (d) Many small, widely dispersed groups.



**LEGEND**

**[Black square] 1/4 TON TRUCK**

**[Black rectangle] 2-1/2 T. TRUCK**

**[Black circle] FOOT SOLDIER**

① The wedge.

*Figure 1. Riot control formation using foot troops and vehicles.*

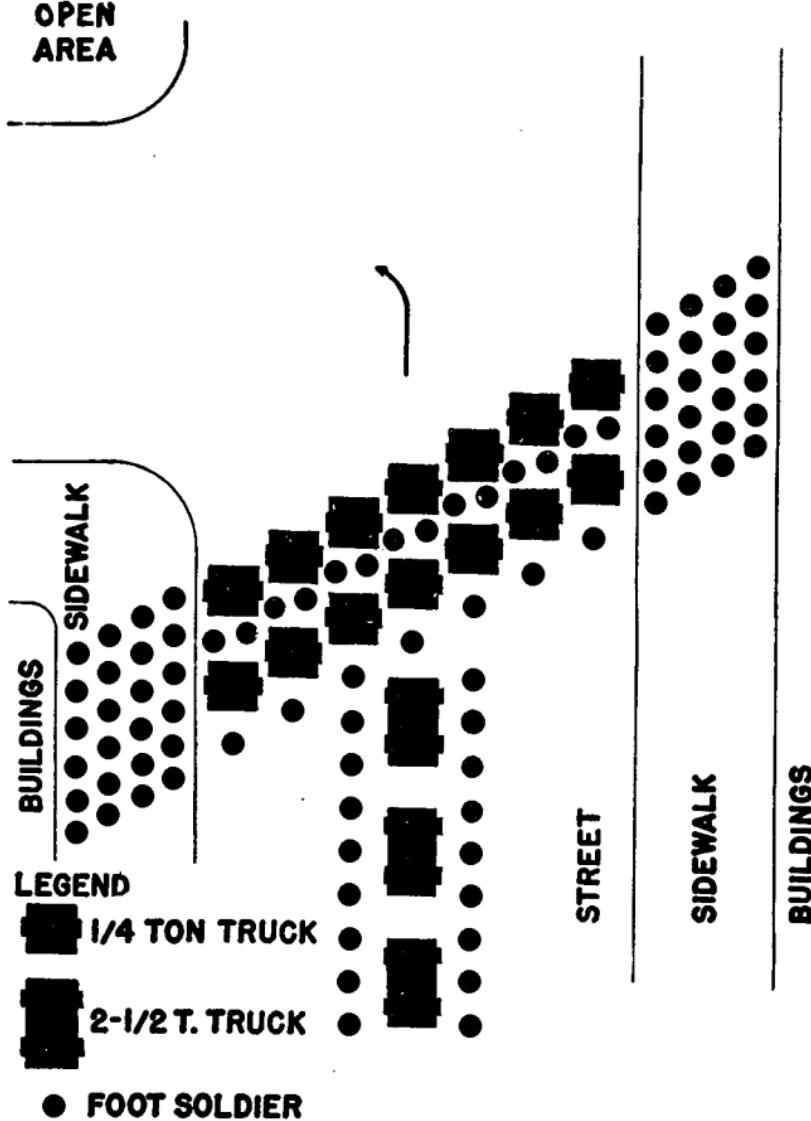
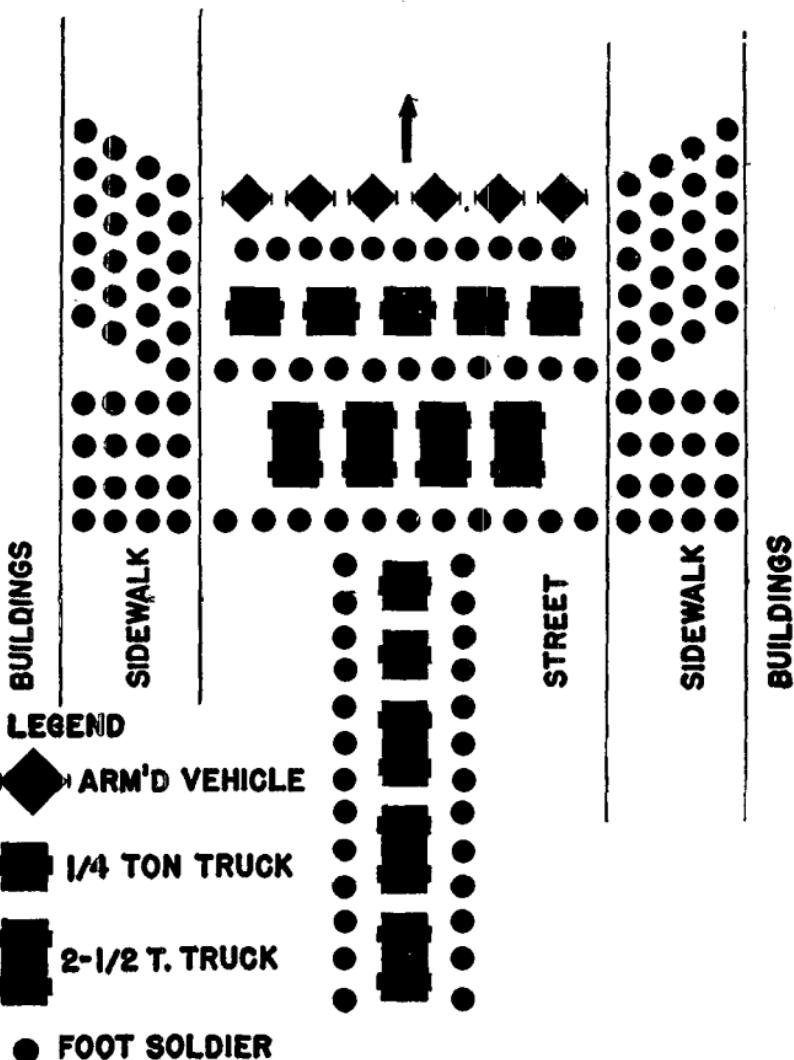


Figure 1.—Continued.



*Figure 1.—Continued.*

- (2) The nature of the area of operations which may comprise—
  - (a) Large open areas, such as open fields.
  - (b) Smaller, open areas, such as courtyards or public squares.
  - (c) Confined areas, such as city streets.
  - (d) Interiors of buildings or similar structures.
- b. The tactics may be designed to disperse the dissident elements or rioters, to contain a group, to deny an area, to defend a point, or to achieve any combination of these objectives.

### **83. RIOT CONTROL SITUATION**

Suggested tactics which may be applied in special situations in dispersing rioters and restoring order are set forth below. In all situations, the number and type of troops employed should be sufficient to insure the accomplishment of the military mission.

*a. Situation:* A large, compact mob which is gathered in an open area is to be dispersed. *Tactics:* Split the mob into segments; separate the segments; and disperse each segment (fig. 2 ① and ②.).

*b. Situation:* A small, compact group of rioters who are congregated on a street corner is to be dispersed. *Tactics:* Using riot control formations, strike the mob on its flanks simultaneously. Fire hose may be used effectively.

*c. Situation:* A large mob which is massed compactly in a courtyard is to be driven out of an area. *Tactics:* Gas may be utilized effectively in this situ-

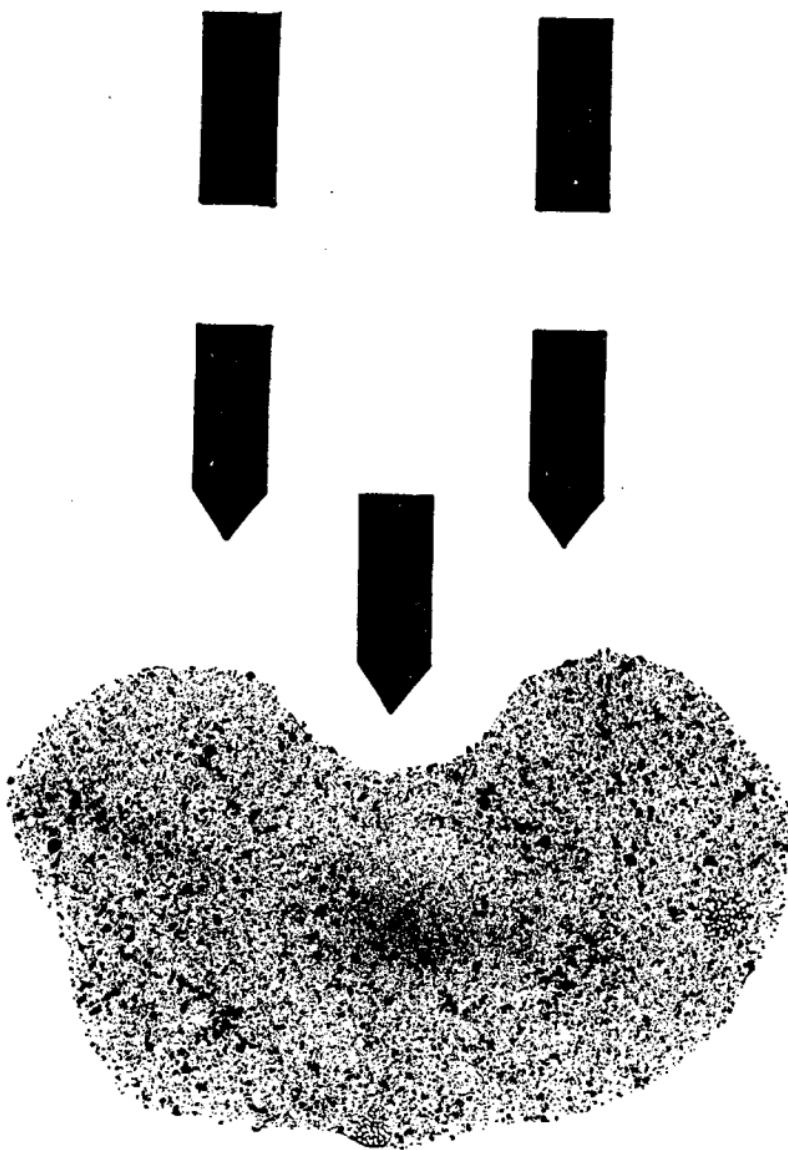
ation (app. II). Following the employment of gas, riot control formations may be used.

*d. Situation:* A large, compact mob which is massed on a city street is to be dispersed. *Tactics:* Apply riot control formations (fig. 1, ①, ②, and ③) in the direction desired; as the rioters are dispersed into the various streets, seal the streets off so as to prevent the reformation of the mob. Use patrols to prevent the regrouping of the rioters.

*e. Situation:* A mob which is occupying a large, populated section of a city is to be dispersed. *Tactics:* Isolate the affected area; split the area using the most natural dividing line available; usually the center of riotous activity. After this has been accomplished, clean up the area by patrols; work from the center outward.

*f. Situation:* A large compact mob is massed on a public square which is not inclosed. The mob is to be dispersed and the leader arrested. *Tactics:* Utilize a striking wedge to drive through the point of least expected resistance in order to arrest the leader. In a coordinated movement, segment the mob; then separate and disperse the segments.

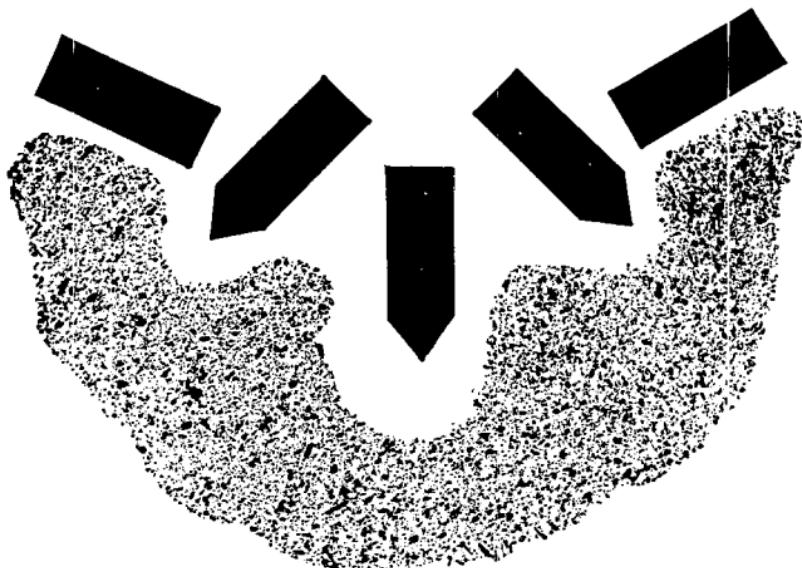
RESERVE



①

*Figure 2. A method of dispersing a mob in an open area.*

**RESERVE**



②

*Figure 2.—Continued*

## Section IV. CITY OPERATIONS

### 84. GENERAL

A city which is held by organized armed rioters is generally attacked in the same manner as a city which is held by enemy troops. The tactics employed are modified to meet the loose organization and the lack of discipline which may be found among rioters or resistance groups, and to preserve life and property to the fullest extent. For the principles of offensive action against a city, see FM 31-50.

### 85. MARCHING THROUGH CITY STREETS

*a.* The marching of troops through city streets that are flanked by high buildings or that are filled with people should be avoided. If it is necessary to march troops through streets in order to reach an affected area, and if rioting is general, the streets are cleared in front of the troops. Under no circumstances are persons permitted to crowd the sidewalks while the troops march past. Riot control formations are employed, however, only when necessary.

*b.* Columns of troops marching through city streets are secured by advance, flank, and rear guards. Squads of the advance party march in single file on the sidewalks on each side of a street. The members of these squads observe the windows and roofs of the buildings on the opposite side of the street, and fire on any snipers who attack the troops.

## **86. USE OF BARRICADES**

*a. By troops.* Barricades, if required, are constructed of any available material sufficiently strong to withstand attack, and are secured by automatic weapon or rifle support. Material which is likely to chip or to splinter when hit by bullets should be covered with a protective substance. To prevent attackers from gaining good firing positions, troops occupy or make buildings, roofs, or similar points covering barricades, untenable.

*b. By Rioters.* Barricades which are erected by rioters are attacked, if possible, from the flank or from above. Fire hose or chemical agents are employed, when practicable. A foothold may often be secured at night, or at any time that the barricade may be taken by surprise. When other means fail, barricades are reduced by the use of tanks, artillery, mortars, or grenades.

## **87. ACTION AGAINST BUILDINGS**

*a. If* the occupancy of a building by rioters constitutes a threat to the success of an operation, the building may be reduced immediately, or it may be contained, isolated, and dealt with later.

*b. A* direct attack on a building is avoided, whenever possible. If the building is separated from other buildings, smoke is used to screen the approach of troops. If the structure is one of a row of buildings of approximately the same height, it may be attacked from an adjoining roof. A cordon may be placed around a building containing rioters in order

to capture emerging rioters, and to prevent rioters receiving reinforcements during an attack.

*c.* It is easier to neutralize a building from the top down than from the bottom up. In attacking a building, chemical grenades are dropped through openings, such as chimneys, trapdoors, and skylights, or are thrown through windows. After securing an entrance, troops advance from room to room and from floor to floor until the building is cleared. To minimize resistance, troops throw chemical grenades into rooms before entering.

## **88. DEFENSIVE ACTION**

*a. General.* When defensive action is necessary, troops organize positions for an all-around defense. Defensive points are occupied by skeleton forces, while strong reserves are held mobile within easy supporting distance of such forces.

*b. Critical Facilities.* Powerhouses, power lines, dams, and similar critical points are closely guarded to prevent destruction or damage by fire, explosion, or other method. The commander guards only such facilities as are essential to the fulfillment of his mission (TM 19-225).

*c. Communications.* When circumstances warrant, communication facilities, such as telephone exchanges, telephone lines, and radio and television stations, are closely guarded to prevent destruction or damage and to prevent their use by dissident elements.

*d. Transportation and Utilities Systems.* The commander pays particular attention to the defense

and unhampered operation of transportation and utility systems that are essential to the tactical mission. Street railways and buses are not guarded or protected, unless such action is necessary to the restoration of order. Protection must be furnished United States mail, passengers, and railroad equipment. Stations, freight depots, roundhouses, car shops, and similar facilities should be protected in the same manner as other structures. Initially, the necessity for continuing mail service may require the assignment of protective detachments to guard trains.

## **Section V. ON SHIPBOARD**

### **89. GENERAL**

The military may be called upon by proper authority to quell riots or disturbances on shipboard, or to eject mutinous seamen who have taken possession of a vessel at a pier or in a harbor. Generally, the tactics used in a civil disturbance to disperse a mob in a confined area may be applied. The number of troops required will depend upon the size of the vessel, the number of persons involved, and the troops immediately available.

### **90. SUPPORT OF THE UNITED STATES COAST GUARD**

The United States Coast Guard is the Federal maritime police agency. In time of peace, the Coast Guard is an enforcement service of the Department of the Treasury, and military assistance to it must be coordinated with that Department.

## 91. TACTICS

*a.* Troops are usually employed by squads to quell a disturbance on shipboard. Each squad is divided into two-man teams, with each team working as an individual unit. Some of the teams are assigned to guard ship utilities, exits and approaches, the bridge, the fire control room, and the engine room. The remaining teams are used to remove the rioters from the ship. The ejection of the rioters may be effected by the use of shotguns, bayonets, fire hose, chemical weapons, or merely a show of force. As a preliminary measure, the leader of the rioters should be asked to leave the ship, for if he does so, the others may follow peaceably. The position of the ship is an important factor, as the commander must take into consideration the logistical and tactical contingencies that result from the position and even the movement of the ship.

*b.* In quelling a disturbance aboard a ship, the following considerations are of importance:

- (1) Precautions against fire.
- (2) Hiding places aboard and avenues of escape from the ship.
- (3) Progressive closing or locking behind the troops of all rooms, bulkheads, fire doors, and exits.
- (4) Control of the ship's water supply.
- (5) Medical personnel and ambulances for the care and evacuation of the wounded.
- (6) Chemical attack.

## **Section VI. TERMINATION OF OPERATIONS**

### **92. MOPPING UP OPERATIONS**

*a.* Upon overcoming armed resistance in an area, the commander takes immediate measures to eliminate further opposition. If the lawless elements are organized, for example, the commander may continue to expect simultaneous and sporadic attacks.

*b.* To cope with possible outbreaks, roving foot and vehicle patrols are employed within the area, usually on irregular or frequently changed schedules and routes. All the patrols in each district should operate under one commander, who should have adequate reserves available at all times. One-quarter-ton trucks may be used to patrol outlying districts, but their canvas tops and windshields should be lowered to permit the free use of weapons. Airplanes may be employed for reconnaissance and for directing motor patrols by means of radio or other signals.

*c.* In mopping up operations, it may be necessary to make house-to-house searches for arms or to apprehend individuals. Mopping up and searching parties may be sent through the houses on each side of a street. Where the houses are not connected, searching parties, protected by necessary fire, may approach their objectives simultaneously from several directions.

### **93. WITHDRAWAL OF TROOPS**

Military forces are withdrawn from a disturbed area when directed by proper authority. Before

withdrawal, all regulations and restrictive measures made necessary by the emergency situation are usually rescinded by the military commander, and if he deems it necessary, troops may be paraded for psychological effect.

#### **94. OFFICIAL REPORTS**

The military commander makes such reports as are required by competent authority.

### **Section VII. PUBLIC INFORMATION**

#### **95. GENERAL**

In a civil disturbance, the cooperation of the public is of inestimable value to the military commander. The commander, through his public information officer, maintains liaison with representatives of the press, radio, and other public information services, and provides the maximum of information that is consistent with military directives and the existing situation.

#### **96. PUBLIC INFORMATION MEDIUMS**

The commander may desire to use, directly or indirectly, the public information facilities that are available in a given area, such as radio and television stations; local newspapers; news agencies; publishers of periodicals and books; posters; and theaters.

*a. Press.* The press, for example, may be used for all types of information. The employment of posters or other types of printed matter should not be overlooked.

*b. Radio and Television.* Radio and television may be used as successfully as the press and to reach a different section of the general public. Radio, in addition, lends itself to informal topical presentation, and to developing points of emphasis.

*c. Public Address Systems.* Mobile public address systems and mobile broadcasting units are also effective in directly disseminating information.

## **97. PUBLIC INFORMATION OBJECTIVES**

Through the direct use of public information mediums or by liaison with public information officials, the military commander may—

- a.* Facilitate military operations by disseminating proclamations and instructions to the general public.
- b.* Assist in maintaining law and order as far as the military situation permits.
- c.* Counteract subversive propaganda or prevent the dissemination of matter which violates military security.
- d.* Keep the public at home or off the streets.
- e.* Provide a public information program giving a fair and impartial picture of current events.
- f.* Provide an orientation program explaining the reason for and the purpose of the military intervention.

# APPENDIX I

## AUXILIARY WEAPONS AND EQUIPMENT

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### Section I. CHEMICAL AGENTS

#### 1. GENERAL

*a. Tactical Employment.* The tactical employment of chemical agents in a civil disturbance is dependent upon the physical and chemical properties of such agents as well as upon their projected use.

*b. Properties.* Among the desirable properties of chemical agents which may be used in controlling a civil disturbance are the following:

- (1) Effective in low concentration.
- (2) Difficult to neutralize or destroy.
- (3) Stable in storage.
- (4) Stable against shock.
- (5) Sufficiently heavy to remain effective on the ground.
- (6) Compressible into noncorrosive containers for transportation.
- (7) Economical.
- (8) Readily procurable.

*c. Advantages.* The use of chemical agents is the most effective means of achieving the greatest temporary incapacitation of a riotous group with the least permanent injury. Chemical agents, unlike small-

arms fire, spread through the atmosphere and reach rioters behind parapets, barricades, and buildings; in trenches; or wherever they may be.

## **2. TYPES OF CHEMICAL AGENTS**

*a. Irritant Gases.* Irritant gases are not sufficiently toxic in field concentrations to cause death or seriously to endanger health. Of the chemical agents suitable for use in a civil disturbance, the most important, because of their peculiar nonlethal characteristics, are the harassing agents: CN (tear gas) and CN-DM (a combination of tear gas and adamsite). Although CN-DM mixtures are classified as nonlethal irritant agents, they are not employed except under extremely serious conditions because of their severe physiological effects on persons. For chemical agents employed in civil disturbances, see tables I and II.

*b. Smoke.* From the group of smoke-producing agents, one substance, HC, is frequently used. While this substance is of particular value in concealing movements of troops in the open, its physiological effect is negligible. Smoke is also used for signaling purposes.

*c. Casualty Gases and Incendiaries.* Casualty gases and incendiaries are not normally used for controlling civil disturbances.

## **3. MUNITIONS CONTAINING CHEMICAL AGENTS**

The most important of the munitions containing chemical agents which are employed in controlling civil disturbances are:

- a.* Grenade, hand, gas, irritant, CN, M7A1.
- b.* Grenade, hand, irritant, CN-DM, M6.
- c.* Grenade, hand, riot, CN, M25A1.
- d.* Pot, smoke, HC, M1.

#### **4. TACTICAL EMPLOYMENT**

Although climatic conditions may influence the tactical employment of gas, the placing of gas clouds is governed primarily by the effect desired, the temper and objectives of the rioters, the wind, and the munitions available.

#### **5. AREA**

The area occupied by or to be denied to a mob determines the length of the line along which a cloud of gas is released. This line is usually at right angles to the direction of the wind and sufficiently long to insure the creation of a cloud which, when it reaches the mob, will include considerably more than the area actually occupied by the members thereof. The length of line is roughly equal to the average width of the target plus one-fifth of the distance from the line to the target (FM 3-5). Chemical agents are not used in areas where undesirable effects may ensue from their use, such as in a hospital area, or where it will be necessary for troops to occupy an area immediately without gas masks.

*Table I. Characteristics of Chemical Agents Used in Civil Disturbances*

Common name	Tear gas	Tear gas-Adamsite	Smoke
CWS symbol	CN	CN-DM	HC
Composition.....	Chloracetophenone; smokeless powder; magnesium oxide.	Micropulverized chloracetophenone; magnesium oxide.	Chloracetophenone; diphenylamine-chlorarsine; smokeless powder.
Odor.....	Like apple blossoms.	A characteristic CN odor; irritating.	Like camphor. Like apple blossoms.

Persistency (in open)	<p>Variable according to wind conditions; maximum 10 minutes.</p> <p>Variable according to wind conditions; persistency greater with lack of wind or in wooded terrain; solid CN may remain several weeks.</p> <p>Minimum effective protection.</p> <p>Physiological action.</p>	<p>Variable according to wind conditions; maximum 10 minutes.</p> <p>Gas mask; tight fitting goggles offer limited protection to eyes.</p> <p>Lacrimation; mild skin itching.</p>	<p>Best commercial mask.</p>	<p>None needed.</p>	<p>Slightly suffocating action in heavy concentration. Slightly irritating to nose and throat.</p>
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Common name	Tear gas	Tear gas-Adamsite	Smoke
OWS symbol	GN	CN-DM	HC
First aid treatment.	Wash eyes with water; if available, use boric or sodium sulfite $\frac{1}{4}\%$ solution; keep eyes open and face into wind, uncontaminated air.	Wash eyes with boric acid; frequent inhalations of chloroform give relief. Aspirin for headache; uncontaminated air.	None needed.
Munitions in which filled.	Grenades, hand and rifle.	Grenades, hand --	Grenades, hand --

*Table II. Statistics—Chemical Grenades and Smoke Pots*

Technical name	Grenade, hand, gas, tear, CN, M7A1	Grenade, hand, irritant, CN-DM, M6
Filling	CN burning mixture	CN-DM burning mixture.
Weight of effective filling	13 ounces	10½ ounces.
Weight of complete munition	18.5 ounces	17 ounces.
Time of functioning	20 to 60 seconds	20 to 60 seconds.
Persistency in open	Variable according to wind conditions: maximum 10 minutes.	
Persistency in halls	1 hour	1 hour.
Persistency in closed rooms	6 hours	6 hours.
Effective range of cloud from one munition (favorable conditions).	200 yards	200 yards.

**Special Precaution :** These grenades and smoke pots are burning type munitions. If they are ignited in close proximity to easily combustible material, fires are likely to result.

Technical name	Pot, smoke, HC, M1	Grenade, hand, riot, CN, M25A1
Filling	HC burning mixture	CN powder.
Weight of effective filling	10½ pounds	3 ounces.
Weight of complete munition	12 pounds	8 ounces.
Time of functioning	5-8 minutes	Immediate.
Persistency in open	Variable according to wind conditions: maximum 10 minutes.	Variable according to wind conditions.
Persistency in halls	30 minutes	Possible several days.
Persistency in closed rooms	1½ hours	For weeks until room well ventilated.
Effective range of cloud from one munition (favorable conditions).	500 yards	50 yards.

**Special Precaution:** These grenades and smoke pots are burning type munitions. If they are ignited in close proximity to easily combustible material, fires are likely to result.

## 6. WIND

*a. Direction and Velocity.* The direction of the wind fixes the general position of the line from which the cloud must be released in order to drift across the target area. The velocity of the wind is considered in determining the distance between the line of release and the mob; a strong wind indicates an increased distance. The distance, in turn, affects the amount of chemicals that must be released in order to place an effective concentration on the mob.

*b. Line of Release.* A pilot smoke grenade may be set off to assist in the determination of the direction and velocity of the wind and the size and placement of a cloud appropriate to the situation. Within a few seconds, smoke from the pilot grenade will be sufficient to permit an estimate to be made of the general pattern of a chemical cloud and the line from which it should be released. A pilot smoke grenade is especially effective in determining wind currents around a building. The line of release should be far enough to the windward so that the gas to be released from the grenades or pots will merge into one cloud before it reaches the mob; but the distance must not be so great that the gas concentration becomes diluted before the cloud passes over the mob. Troops must be protected from the effects of the chemicals.

## 7. MUNITIONS

*a. Quantity.* Chemical munitions are always used in *sufficient quantities to produce an immediate and decisive effect.* Sufficient ammunition must be

available to produce the proper concentration of gas in the cloud and to maintain the required gas concentration until the mob has been dispersed. If the supply is limited, a heavy concentration of gas should be placed on the critical point. The minimum ammunition requirements for chemical clouds which are used in civil disturbances are shown in table III.

*b. Selection.*

(1) *Tear gas.* Tear gas (CN) is suitable for use against either a crowd or a mob. However, as it produces only a temporary effect, CN does not necessarily prevent a mob from re-forming. The CN powder, because of its greater persistency, in comparison with the CN vapor, has a more lasting effect. Powdered CN dispersed inside a building from the M25A1 grenade may maintain a high persistency for days or even weeks unless it is removed through weathering or by mechanical means. The individual who comes in contact with CN powder actually inhales it, and gets it in his eyes, his hair, his clothing, and on his skin. The individual is affected for several hours. The actual bursting of the grenade is instantaneous, and the intolerable concentration of the gas occupies a much greater area than the visible cloud. *Example:* If the visible contaminated area is about 20 yards in width, the invisible contaminated area, depending upon the distance from the burst and the wind conditions, may be double this width. The

cloud moves and is dissipated more or less rapidly according to the strength and variation of the wind. The cloud travel produced by the bursting type grenade is much less than that produced by the burning type; the latter produces a much greater cloud of effective CN beyond 50 yards downwind.

- (2) *Tear gas-adamsite combination.* A combination of tear gas and adamsite (CN-DM) may be used against a violent mob. Five minutes should be allowed for the combination to produce its maximum effect. The physical reaction to adamsite is sufficiently violent and lasting to incapacitate persons for several hours after exposure. If CN-DM is employed, the presence of a unit gas officer is desirable.
- (3) *Smoke.* Smoke may be utilized to determine the approximate velocity of the wind, and to provide concealment for the movement of troops. Troops moving behind or through a smoke screen can approach a building or barricade close enough to throw grenades. Smoke decreases visibility, prevents aimed fire, and causes confusion. As smoke produces no physiological reaction, it restrains a mob only momentarily. Care must be exercised that smoke does not benefit rioters by screening their movements from troops.

Table III. Minimum Ammunition Requirements for chemical clouds used in civil disturbances<sup>1</sup>

(Wind perpendicular to firing front)

Width of initial cloud front (all munitions distributed evenly and fired simultaneously on the front)	250 yards downwind		500 yards downwind		1,000 yards downwind		Effective time at target <sup>3</sup>
	Width of cloud	Effective time at target <sup>3</sup>	Width of cloud	Effective time at target <sup>3</sup>	Width of cloud	Effective time at target <sup>3</sup>	
Point							
Hand grenades <sup>4</sup>	4	50	2	25	100	3	—
25 yards	6	75	2	25	125	3	—
100 yards	20	150	2	50	200	3	—
250 yards	40	300	2	80	350	3	—
Pot. smoke, HC							
Point	1	50	6	1	100	6	—
25 yards	2	75	6	2	125	6	—
100 yards	5	150	6	5	200	6	—
250 yards	12	300	6	12	350	6	—
Pot. smoke, HC							
Point	—	—	—	—	—	—	—
25 yards	—	—	—	—	—	7	225
100 yards	—	—	—	—	—	10	300
250 yards	—	—	—	—	—	18	450

<sup>1</sup> These data, furnished only as an approximate guide, are generally acceptable under favorable conditions: fair days and moderate (6 to 8 mph), steady winds. Excessively high winds preclude the use of clouds, as do low and intermittent winds.

<sup>2</sup> These numbers may be increased advantageously, when available ammunition permits.

<sup>3</sup> See Table II for time of functioning of various munitions. Maintenance of a cloud until dispersion is effected should be attempted, but a short heavy concentration is preferable to a sustained light concentration.

<sup>4</sup> Data under hand grenades assume combined use of smoke and irritant grenades; for smoke alone, reduce these estimates; for irritants alone, increase them.

## 8. PRACTICAL APPLICATION

*a. General.* Although the quantity of grenades or pots needed to provide an adequate concentration in a given area is tentatively computed in advance and the general plan for the use of chemicals is prepared prior to an operation, the manner of employment is determined on the spot. When a larger quantity of gas is required than can be easily obtained by the use of standard gas grenades, liquid CN may be dispensed from portable or motor-mounted liquid dispensing units. These units are liquid gas dispensing adaptations of the flame thrower.

*b. Releasing the Gas.* When the commander decides upon the manner and line of release, he places grenadiers or operators of the portable liquid gas dispensing units along the line, facing the mob. The grenades, pots, or liquid gas dispensers are then set off simultaneously and the cloud is sustained or shifted, as necessary, until the mob is forced to scatter. The grenadiers or the operators of the liquid gas dispensers are protected, and all troops are masked.

*c. Providing Avenues of Retreat.* The rioters must be provided with avenues for escape from the advancing cloud.

*d. Denying Areas to Rioters.* When it is desired to deny an area to rioters, a blanketing gas cloud may be thrown over the area. The grenade, hand, riot, CN, M25A1, is exceptionally well suited to denying areas to rioters, as the gas is relatively persistent under normal conditions.

*e. Splitting a Mob.* A narrow cloud thrown across the center of a crowd will tend to split it. This procedure is advisable where there is no path of retreat to the rear, or when the supply of chemical ammunition is limited.

*f. Attacking a Building.* When rioters are barricaded within a building, the building itself may be blanketed with a gas cloud, provided that the windows have been shattered. Grenades may be thrown directly into the building, or smoke may be used to cover the approach of the troops. The burning type grenade should not be used where combustibles are present, because the intense heat which is created by the grenade may start a fire.

*g. Employment of Grenades.* Chemical grenades of the combustion type are not thrown into a mob, for they may be thrown back. All types of chemical grenades can be thrown over or in front of a mob. The average distance that the grenade, hand, riot, CN, M25A1, may be thrown before fragmentation, for example, is from 35 to 50 yards. Although it is not likely that the M25A1 grenade can be thrown back after it is thrown into a mob, to be most effective the grenade should be thrown so that the bursting occurs about 6 feet off the ground and 20 yards upwind from the target. A single M25A1 grenade, when burst in this manner, using a 10 miles per hour wind, will cause lacrimation of individuals effectively at 50 yards downwind. Satisfactory effects can also be obtained from ground bursts. The characteristics of this grenade are such that even if the grenade should burst on the ground within the mob, there is little

chance of injury from fragmentation. Obviously, to affect persons coming into the area after the initial gas cloud has passed by, additional grenades will have to be used. Although heavy grass and weeds assist in prolonging the effects of the M25A1 grenade, the real persistency of the CN powder is determined by the amount of the powder absorbed by or on the individual, and the length of time necessary to free his body of the effects.

## **Section II. ARMOR**

### **9. GENERAL**

*a.* The mobility, armor, and armament of armored units make them particularly effective in the suppression of a civil disturbance. They are capable of crushing street barricades and obstacles; their armor renders them invulnerable to small-arms fire and missiles; and they create a psychological effect that is of value in controlling an unlawful crowd or mob. Armored equipment is employed only in a civil disturbance of great seriousness, and where a state of preparedness similar to that of an opposing army is indicated.

*b.* Armored vehicles, such as scout cars, may be employed in a similar manner, when less force is required to attain an objective. In addition, they are utilized in reconnaissance and security missions, for messenger service, in tactical support of the infantry, and as carriers.

*c.* For a detailed discussion of the capabilities and limitations of armor, see FM 17-32 and FM 100-5.

## **Section III. AIRCRAFT**

### **10. GENERAL**

The employment of aircraft in a civil disturbance is restricted usually to a large-scale military intervention, or to aid in a catastrophe. Some of the air operations which are of assistance to the military commander in a civil disturbance are discussed below.

### **11. VISUAL RECONNAISSANCE**

Aircraft may be used to locate and report to the military commander information concerning hostile forces in a civil disturbance, the condition of roads and bridges, the presence of natural or artificial obstacles, and the location and movement of friendly forces. When possible, communication is established between the commander and the aircraft, and air-ground liaison is maintained.

### **12. PHOTO RECONNAISSANCE**

This type of reconnaissance is employed in the planning phase, both in a civil disturbance and in military aid in a disaster, when information can be obtained from photographs. The mobility of the tactical situation in a civil disturbance makes it unlikely that photo reconnaissance will be utilized in an operational phase. However, in a disaster, photographic intelligence on flood or hurricane damage is of value to the military commander, especially when the disaster covers a wide area.

## **13. AERIAL ATTACK AND TACTICAL SUPPORT**

Aircraft may assist the military commander in a civil disturbance in the same manner as in a combat operation. In an extremely serious situation, aircraft may assist armed forces in driving or keeping rioters off roofs by engaging in strafing attacks or by dropping chemical agents, high explosives, antipersonnel bombs, or psychological warfare leaflets. Aircraft may also help in directing troop movements, controlling traffic, or providing air cover for marching troops.

## **14. TROOP CARRIERS**

If rioters are strongly entrenched, and rapid reinforcement or troop movement is desired, aircraft may also be utilized for the transport of units (FM 31-40 and TM 71-210).

## **15. MESSENGER AND SUPPLY SERVICE**

Aircraft can drop orders, messages, or supplies as deemed expedient, when rapid delivery is essential to the accomplishment of the military commander's mission, when the terrain presents land transport difficulties, or when flexibility in transport is required.

## **Section IV. OTHER WEAPONS**

### **16. GRENADES**

*a. General.* Grenades are small bombs, filled with explosives or chemicals, which are either thrown by hand or are fired from a rifle by means of a special

device known as a launcher. Grenades of various types are useful in civil disturbances, especially chemical grenades; other types of grenades, such as fragmentation and thermite grenades, are utilized only as an extreme measure.

*b. Types of Grenades.* In addition to the chemical and smoke grenades already discussed, there are—

- (1) Fragmentation grenades, which explode into pieces, and which are used to cause injury to personnel.
- (2) Concussion grenades, which contain explosive charges, and which are used for demolitions and to inflict casualties on personnel in inclosed spaces.
- (3) Thermite grenades, which are incendiary and melt metal, and which are useful for dispersing rioters or destroying abandoned guns and machinery.

## **17. MORTARS**

The mortar is a muzzle-loading weapon with a high angle of fire. The function of the mortar is very similar to that of the hand grenade, but the mortar projectile travels a much greater distance than the grenade and has a much greater intensity. In a civil disturbance, the mortar is employed to inflict casualties, for demolition, and to release harassing agents.

## **18. ARTILLERY**

It is unlikely that the concentrated fire power of artillery will be extensively employed to control a

civil disturbance, except in an extreme instance. Artillery, however, may be useful in a show of force, even though its use is improbable. When artillery is used to support troops in a civil disturbance, it is employed in accordance with the principles outlined in FM 6-20 and FM 100-5.

## APPENDIX II

### PROCLAMATIONS AND MESSAGES

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#### Section I. PROCLAMATIONS

##### 1. FORMS OF PROCLAMATIONS

The forms that are set forth in the following paragraphs for the suggested use of the military commander are to be considered as models only. Wherever time permits, the military commander will obtain clearance from higher authority as to the exact language of the proclamation to be issued. Where this procedure is not practicable, extreme care must be taken to insure that "whereas" clauses of the proclamation accurately report prior Presidential action as to the reason for, and the purpose of, the intervention and the order which has been issued by the President to all persons involved.

##### 2. FEDERAL AID TO CIVIL AUTHORITIES

In the case of Federal aid to civil authorities, the text of the proclamation may take the following form:

"WHEREAS, upon the application of the proper authorities of the State of \_\_\_\_\_, the President of the United States has ordered (here state the nature of the order) and

“WHEREAS, the President has also by his Proclamation to that effect, commanded all persons engaged in unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_, and hereafter to abandon said combinations and submit themselves to the laws and constituted authorities of said State; and

“WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within the County or Counties of \_\_\_\_\_, State of \_\_\_\_\_, and particularly within an area described as follows, to-wit:

for the purposes aforesaid; now

“THEREFORE, I do hereby command all persons to obey the orders of the President of the United States contained in his Proclamation aforesaid, and, for the purpose of more effectively and speedily, and with less loss of life and property, accomplishing the orders of the President to protect said State and the citizens thereof against domestic violence and to enforce the due execution of the laws of said State, I do further proclaim that within the area particularly above described, the following orders shall be observed and obeyed, to-wit:

(Enter here orders forbidding public meetings, assemblages, processions, parades, or demonstrations, the carrying of arms or weapons; excluding persons, except residents from the district affected; regulating

the speed of vehicles; and other regulations or restrictions which may be necessarily imposed in view of the situation.)

“I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be apprehended and held by the military authorities for proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order and submission to the constituted authority; and

“In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorder.

“In the name of the President of the United States, I command that you disperse and retire peaceably to your homes.”

### **3. TO ENFORCE FEDERAL LAWS AND PROTECT GOVERNMENT PROPERTY**

*a.* If the President has directed action to enforce Federal laws and to protect Government property, and a request from State authorities is *not* involved, the text of the commander’s proclamation may take the following form:

“WHEREAS, by reason of unlawful obstructions, combinations, and assemblages, it has become impracticable, in the judgment of the President of the United States, to enforce the laws of the United States by the ordinary course of judicial proceedings within \_\_\_\_\_ and particularly within that portion of \_\_\_\_\_ described as follows, to-wit:

and

“WHEREAS, the President has also admonished all persons who may be or may come within the areas aforesaid, against aiding, countenancing, encouraging, or taking any part in such unlawful obstructions, combinations, and assemblages, and has warned all persons engaged in or in any way connected with such unlawful obstructions, combinations, and assemblages to disperse and retire peaceably to their respective abodes on or before the hour of \_\_\_\_\_ of the \_\_\_\_\_ of \_\_\_\_\_, 19\_\_\_\_, and has further proclaimed that those who disregard his warning as aforesaid and persist in taking part with a riotous mob in forcibly resisting and obstructing the execution of the laws of the United States, or interfering with the functions of the Government, or destroying or attempting to destroy the property of the United States or property under its protection, cannot be regarded otherwise than as public enemies; and

“WHEREAS, I, \_\_\_\_\_, have by due and proper orders, been directed to operate within \_\_\_\_\_ and particularly within the area hereinbefore described, for the purpose aforesaid; now

“THEREFORE, I do hereby command all persons to obey the orders of the President of the United States and, for the purpose of more effectively and speedily, with less loss of life and property, accomplishing the order of the President to enforce the laws of the United States and to protect Government property, I do further proclaim that

within the above prescribed area, the following orders shall be observed and obeyed, to-wit:

(Here insert orders and restrictions)

“I do further proclaim and declare that any person violating the orders of the President aforesaid, or my orders hereinabove appearing, will be apprehended and held by the military authorities for proper disposition; and that acts of force or violence on the part of the civil population will be met with such force necessary to restore order, insure the protection of Government property and submission to the constituted authority; and

“In order that their lives and their persons may not be endangered, I adjure all people to keep away from all scenes of disorder.

“In the name of the President of the United States, I command that you disperse and retire peaceably to your homes.”

b. If the President has directed action to control a civil disturbance, the text of the commander’s proclamation may take the following short form:

“WHEREAS public disorders and riots have passed beyond the control of local authorities, and

“WHEREAS public property and private property are threatened by unruly mobs, and

“WHEREAS community activities have been suspended and there is danger to the public health and safety:

“Now, THEREFORE, I, \_\_\_\_\_, United States Army, by virtue of the authority vested in me by the President of the United States and by my powers and prerogative as Commanding

General of the \_\_\_\_\_ Army, do hereby declare that a grave emergency exists in the city of \_\_\_\_\_, and the area bounded as follows:

\_\_\_\_\_.  
“I hereby command all persons engaged in unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes immediately and abandon all insurrection, domestic violence, and combinations leading thereto.

“I further admonish all persons to abstain from any acts which might be injurious to the military forces of the United States.”

#### **4. PRIOR TO USE OF FORCE**

Subsequent to the issuance of the military commander's proclamation, it may be necessary to employ troops in dispersing a crowd. In such a case, prior to the use of force, the immediate commander of the troops should make the following verbal proclamation:

“In the name of the President of the United States I command that you disperse and retire peaceably to your homes.”

#### **Section II. MESSAGES**

#### **5. DIRECTIVE TO SUBORDINATE COMMANDER**

The following is one of several forms by which the military commander of the area affected by a civil disturbance directs that action be taken by a subordinate commander in employing United States armed forces in a military intervention:

HEADQUARTERS ELEVENTH ARMY  
Office of the Commanding General  
Camp Gordon, Georgia

(Date)

SUBJECT: Use of United States Armed Forces  
in Connection with Civil Disturb-  
ances at \_\_\_\_\_

TO: Commanding General

1. The President of the United States has issued a proclamation commanding all persons engaging in the unlawful insurrection and public disorders now existing in the City of \_\_\_\_\_, State of \_\_\_\_\_, to disperse and retire peaceably to their respective abodes immediately, and hereafter abandon said insurrection, domestic violence, and combinations leading thereto. The President has directed the use of such United States armed forces as may be necessary to enforce it. Inclosed is a copy of the proclamation and a copy of a letter on the subject addressed to the Governor of the State of \_\_\_\_\_.

2. In accordance with and by authority of the aforementioned proclamation and instructions, you will employ the forces now under your command for the purpose of restoring peace in the areas involved and otherwise to assist the local authorities to restore such order.

3. Your primary mission is to suppress domestic violence and to establish and maintain order in the disturbed areas. Upon the arrival of your command at the scene of any disturbance, you will make such display of force as is practicable. This alone may have the effect of accomplishing everything desired. Should it prove ineffective, strive to ascertain the leaders in this disturbance and to convince them of the futility of further activities. This may secure their cooperation in ending the disturbances without bloodshed. You will co-operate closely with the City, State, and Federal authorities throughout. Although you are in command and subject to no authority but that of your military superiors, close cooperation with local authorities is specifically enjoined upon you, unless and until such cooperation interferes with the accomplishment of your mission.

4. In the event the rioters fail to obey the President's proclamation and your orders, then you are both authorized and directed to proceed immediately against the rioters in such a way as, in your discretion and best judgment, will most promptly and effectually put an end to the disorders and restore law and order.

5. The measure of your authority is what necessity dictates. Civil functions and procedure should not be displaced or interfered with when they can successfully be employed. Persons apprehended should ordinarily be turned over to the proper civil authorities as soon as practicable but should be held in military custody as long as necessary to ac-

complish your mission. In case a writ of habeas corpus issue from a United States court, you will obey the writ, produce the prisoner, and state in full the reason for restraint. Should a writ of habeas corpus issue from a State court, you will not obey the writ but will make return respectfully stating the prisoner is held by authority of the United States. This matter is discussed in the *Manual for Courts-Martial, United States, 1951* in which appropriate forms of return are set forth. You will report promptly to Headquarters, Eleventh Army, the service of such writs upon and action taken by you.

6. You will keep this headquarters advised as to the situation and particularly as to any unusual developments.

(Signed) \_\_\_\_\_  
(Typed) \_\_\_\_\_

2 Incl

1. Proclamation	Lieutenant General, USA
2. Copy letter	Commanding

## 6. LETTER TO LOCAL OFFICIAL

The following is a model form of letter for use by the military commander of an area affected by a civil disturbance advising a local official that military intervention will be undertaken:

HEADQUARTERS ELEVENTH ARMY  
Office of the Commanding General  
Camp Gordon, Georgia

---

(Date)

Honorable \_\_\_\_\_  
District Attorney \_\_\_\_\_  
\_\_\_\_ District of \_\_\_\_\_

Dear Mr. \_\_\_\_\_:

Attached hereto is a copy of a proclamation by the President which was issued in response to a request from the Governor of the State of \_\_\_\_\_ and pursuant to Sections 5297 and 5300, Revised Statutes, commanding all persons engaged in the unlawful insurrection and public disorders now existing in the City of \_\_\_\_\_, State of \_\_\_\_\_, to disperse and retire peacefully to their respective abodes immediately, and hereafter to abandon all such combinations leading thereto and to submit themselves to the laws and constituted authority of the State of \_\_\_\_\_.

General \_\_\_\_\_ has been instructed to employ troops under his command. His headquarters is at \_\_\_\_\_, and he and I, or members of my staff, will be pleased to confer

with you so that we may have the benefit of your counsel concerning the situation.

If and when it becomes necessary, all civilians violating Federal and State laws will be apprehended by the military forces under the command of General \_\_\_\_\_ and turned over to the proper civil authorities. Civilians so apprehended in your district will be delivered into the custody of the United States Marshal with a view to their prosecution. This subject is brought to your attention in order that you may make proper provision for the disposition of such persons and so relieve the armed forces of custody as soon as possible.

Yours very truly,

(Signed) \_\_\_\_\_

(Typed) \_\_\_\_\_

1 Incl Lieutenant General, USA  
Proclamation Commanding

## APPENDIX III

### OPERATION ORDER FOR A CIVIL DISTURBANCE

---

The operation order set forth below is to be considered as a model only, and is to be altered or supplemented as required:

#### CLASSIFICATION

#### ELEVENTH ARMY CAMP GORDON, GEORGIA

---

(Date and time)

Opn O 1

Maps: City of \_\_\_\_\_, \_\_\_\_\_.  
County of \_\_\_\_\_.

1. a. (1) Annex 1, Intelligence Report, Internal Security. (Omitted)  
(2) A state of domestic violence, lawlessness, and insurrection against law and order exists in the City of \_\_\_\_\_ and adjacent parts of the County of \_\_\_\_\_. Local law enforcement agencies are unable to maintain law and order.
- b. Governor \_\_\_\_\_ of \_\_\_\_\_ has requested the President of the United States, pursuant to the United States Constitution and Statutes, to take action immediately as is necessary to suppress this domestic violence. In re-

sponse thereto the President, pursuant to Sections 5297 and 5300 of the United States Revised Statutes, at \_\_\_\_\_ on \_\_\_\_\_ has issued his proclamation calling upon all persons engaged in the unlawful and insurrectionary proceedings to disperse and retire peaceably to their respective abodes immediately and to abandon all insurrection and domestic violence and combinations leading thereto. The President, under the provisions of R. S. 5297, has directed the Secretary of Defense to take all necessary steps, including the use of United States armed forces, to effect the purpose of this proclamation, and the Chief of Staff, U. S. Army, has transmitted the order to the Commanding General, Eleventh Army, for execution.

2. Commanding General, \_\_\_\_\_ Inf Div, will move without delay one combat team to City of \_\_\_\_\_ to effect purpose of President's proclamation and to assist local civil authority to restore order.
3.
  - a. Annex 2, Movement to \_\_\_\_\_, Administrative Movement Order. (Omitted)
  - b. Every effort will be made to disperse crowds without use of force. Action will be firm, yet courteous. Troops will exhibit an attitude of restraint, realizing that all unlawful crowds contain many curious and harmless citizens. If the crowds cannot be dispersed by mere display of force, tear gas may be employed. Under no circumstances will firearms be used, unless all other measures fail to control the situation.

- c. Annex 3, Detailed Instructions to Troops.  
(Omitted)
- 4. Administrative Order 1. (Omitted)
- 5. a. Index \_\_\_\_\_, SOI. Communication by commercial telephone and TWX authorized.  
b. Command posts: Report location.

JONES  
LTGEN

Annexes: 1—Intelligence Report (Omitted)  
2—Movement Order (Omitted)  
3—Detailed Instructions to Troops (Omitted)

DISTR: A

OFF:

/s/ \_\_\_\_\_  
G3

CLASSIFICATION

## APPENDIX IV

### SUGGESTIONS FOR COMMANDER'S RELIEF SHELTER CHECK LIST

---

#### 1. SAFETY

- a.* Is the shelter unduly exposed to the elements?
- b.* Is the shelter on high ground?
- c.* Have adequate fire precautions been taken?
- d.* Has an efficient guard system been placed in operation?

#### 2. SANITATION

- a.* Are facilities for washing adequate?
- b.* Are there sufficient toilet facilities?
- c.* Can additional ditches for latrines be constructed as needed?
- d.* Are there simple facilities for the washing of garments?
- e.* Is the kitchen of the shelter clean?
- f.* Is there a sufficient supply of soap and other disinfectants?
- g.* Is shelter well-scrubbed or swept?

#### 3. STRUCTURE OF BUILDING

- a.* Have fire escapes been provided?
- b.* Have stairs been properly constructed so as to prevent falls?

*c.* If small children have been placed in upstairs rooms through necessity, have gates been installed?

#### **4. SLEEPING QUARTERS**

*a.* What is the cubic footage of space allowed for beds? Does this compare favorably with Department of the Army standards for barracks?

*b.* Have bed linen and sufficient blankets been provided?

*c.* Has proper segregation been possible for the aged and for children?

*d.* Has it been possible to procure floor coverings?

*e.* Are quiet hours being enforced in sleeping quarters?

*f.* Have "no smoking" and other regulations and warnings been posted?

#### **5. OFFICE FACILITIES**

*a.* Has adequate space been provided?

*b.* Has separate space, away from executives, been provided?

*c.* Is there sufficient office equipment?

*d.* Is the personnel sufficient for, and efficient in, the tasks assigned?

*e.* Has a 24-hour service been established?

*f.* For necessary reference, is there a telephone list of other relief agencies?

## **6. INFIRMARY**

- a.* Is there a contagious disease ward?
- b.* Have sufficient precautions been taken to prevent the spread of common diseases?
- c.* Is the infants' feeding station functioning efficiently? What further supplies are necessary?
- d.* Is there a sufficient number of nurses on duty? Are there too many nurses for an efficient accomplishment of their tasks?
- e.* Are proper recreational facilities, simple games, and amusements available to the patients?
- f.* Have auxiliary committees been organized in the shelter to provide the patients with recreation?
- g.* Are standards of cleanliness adequate?

## **7. STORAGE OF SUPPLIES AND EQUIPMENT**

- a.* Have proper security precautions been taken?
- b.* Are storerooms free from dampness?
- c.* Are storerooms well-arranged?
- d.* Is there sufficient light?

## **8. UTILITIES**

- a.* Is there sufficient water? If the waterworks are out of commission, what procedure is being followed to procure water?
- b.* Is the water uncontaminated?
- c.* Is there sufficient electric power?
- d.* Has an auxiliary generator been provided?
- e.* Is natural gas used? Are the pipes in need of repair? Are there leakages? Are repairs being made?
- f.* Are heating facilities adequate? Is too much heat being provided?

## **9. FOOD**

- a.* What is the caloric intake of the average person per day at the shelter?
- b.* Are adequate vitamins and minerals included in the daily diet?
- c.* Are meals as free as possible from monotony?
- d.* What is done with left-over food?
- e.* What system of garbage disposal is in force?
- f.* Are adequate hygenic precautions being taken?

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